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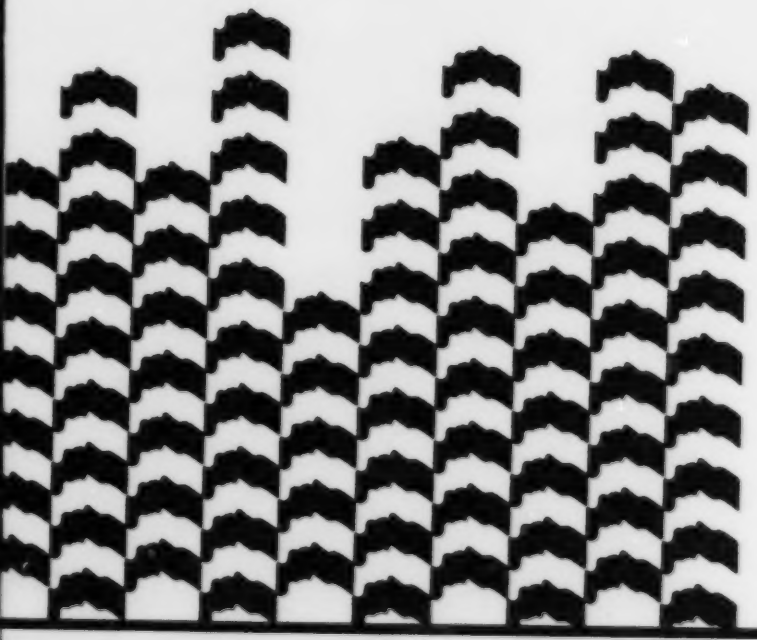
A Safer Winnipeg for Women & Children



Winnipeg, Manitoba
November 1991

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DEDICATION

This report is dedicated to the memory of the 14 women murdered in Montréal on December 6, 1989 and the 24 women who have been murdered in Manitoba in the last two years[1]. The report is a reminder to us all that violence is real - it destroyed the lives of these women and continues to touch the lives of all of us.

[1] According to statistics maintained by Evolve - Domestic Abuse Counselling Services.

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The *Fact Finding Group* extends sincere thanks to the many individuals, organizations and agencies that participated in the *Urban Safety for Women and Children Project* by offering their time, experience, ideas, trust, and spirit. The generous community response has given us a greater sense of the urgency for action on our recommendations and this is reflected in our report entitled *A Safer Winnipeg for Women and Children.*

We acknowledge the City of Winnipeg's funding contribution of $15,000 as well as staff support from City personnel from a variety of departments, including the Winnipeg Police.

We are grateful for monetary and staff support from other government departments at the federal and provincial levels: Health and Welfare Canada-Health Promotion Directorate for an $8,000 grant and a staff representative on the *Fact Finding Group*; the Secretary of State-Women's Program for a grant of $1,930; and the Province of Manitoba-Department of Family Services for the part-time, three month secondment of a staff person.

We thank the various agencies, businesses and organizations who supported the work of the project. We are especially thankful to the many women of Winnipeg who shared their perspectives, hopes and fears about living in the city. Their spirit, strength and perseverance have touched all of us.

The *Urban Safety for Women and Children Project* was supported by the Social Planning Council of Winnipeg, with the co-operation and endorsement of the City of Winnipeg.

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This document is a summary of the report.
It is intended as a guide to the report,
not a substitute,
and is to be read as such.

EXECUTIVE COMMENTARY

The intent of this report is not to alarm. If you have never considered the pervasiveness of violence in the city, however, the report may shock. Should enrage. You will see the word *violence* used extensively in these pages and those of the report. You may not think of Winnipeg as a violent city but most women and children living here will tell you they feel unsafe. Whether on the street, on the bus, at home, at the workplace or on the playground, more than half of our citizens feel unsafe because they fear potential violence.

The tragic murder of fourteen young women engineering students gave urgency to the *Urban Safety for Women and Children Project.* The tragedy emphasized the reality that violence affects all women, everywhere. We can no longer sit safe and secure in the knowledge that violence is something that happens *to others by others.* Violence is here. In Winnipeg.

The voices of Winnipeg women form the foundation of this report. Their voices unite with those of all women in speaking to the fear and violence in their lives. Not all women experience the same degree of fear, but all speak to the daily accommodations they must make to keep themselves and their children safe. Their frustration, fear, and outrage have been translated into a list of 113 recommendations for municipal change. The list of recommendations is extensive and far-reaching. So too is the issue of violence against women and children and the fear it generates.

The city does not belong to all its citizens. Fifty-six per cent of urban Canadian women feel unsafe walking alone at night in their own neighbourhood (Linda MacLeod; The City For Women: No Safe Place). The experience of Winnipeg women is no different. An unsafe city requires that women and children restrict their lives. The underlying message of the recommendations in this report speaks to the essential need to expand the lives of women and children and through protection and prevention, through immediate and long-term strategies. No longer will women accept attitudes of inequality which cultivate violence. No longer will Winnipeg women accept an unsafe city.

At some point, unspoken acceptance and indifference took over our cities, our attitudes, and we became resigned, anaesthetized to city life as being inherently unsafe. The reality, however, is that the unsafe city does not have to be a given -- we do not have to accept it. Every citizen has a right to safety and security. We now have the opportunity to enforce this right and to challenge the

violence in Winnipeg, and the attitudes and actions which sustain it. Bolted doors and emptied streets are not the answer to ending violence against women and children. A safer city begins when we recognize that violence is the insidious offspring of inequality. A safer city begins when we insist that all forms of violence against women and children, from verbal denigration to emotional, psychological, sexual, and physical abuse, are unacceptable. A safer city begins when we enforce this message through policies and actions which empower women and children.

The City of Winnipeg plays a critical role in the protection of its citizens. The City has implemented minimum safety standards for most aspects of life in the city, from building codes and fire safety by-laws to pollution, industrial waste, insect, animal and weed control. It has yet to, however, initiate standards for personal safety and security. The *Fact Finding Group* recognizes the City's jurisdictional responsibility in the protection of its citizens and has, accordingly, formed recommendations based on short- and long-term municipal strategies for change. This report provides a framework for action. The *Fact Finding Group* also recognizes the urgent need to protect women and children from violence today and has focused recommendations on areas where immediate action is essential. The recommendations within this report provide a unique opportunity for the City to further its commitment and involvement in creating a safer Winnipeg. Now is the time and the opportunity for the City to become a leader and model for urban safety in Canada. The report's two central recommendations are:

- Personal safety and security for women and children must become a guiding principle in all municipal decision-making and should be included in the revisions to Plan Winnipeg, the City's overall policy document.

- The participation of citizens must become a guiding principle in making Winnipeg a safer city. The *Fact Finding Group* believes that a participatory city is a safer city and therefore recommends:

- That the City of Winnipeg establish a Safe City Committee.
  (See Appendix E: "Proposed Composition and Mandate of the Safe City Committee.")

The development of recommendations has required the involvement of all sectors of the community. It has been a co-operative venture between civic advisors and concerned citizens with an emphasis on community outreach and input. The process has included:

- Reviewing community needs and the safety of various systems in the city which could contribute to ensuring safe planning;
- Pursuing and employing the knowledge of the community through interviews with women;

- ♀ Hosting a series of public events to discuss urban safety with the community, to increase community awareness of urban safety issues and to use education as a tool for change;
- ♀ Reviewing existing literature and initiatives of other cities;
- ♀ Reviewing existing municipal policies and procedures; and
- ♀ Making recommendations regarding municipal strategies for preventing public violence and making our neighbourhoods safer.

The task has not been easy. Dealing with the issue of violence against women and children is a complex process. Violence exists because it is a part of our culture and society, of who we are; it endures because we continually refuse to recognize and deal with its origins and consequences. The essential first step in dealing with violence is recognizing that we all carry the baggage of assumption and bias that we are all victims of the negative values of our culture. The next step is to take action. The pursuit of a safer city requires honesty, integrity and education. The *Fact Finding Group* saw it as imperative that this report be as much educational as one based on issuing recommendations. These recommendations are not comprehensive, rather they are intended as a strategy and framework toward a safer city.

Ultimately, a safer Winnipeg will require new attitudes, actions, and partnerships. We can no longer work in isolation. Locking our doors, avoiding the streets, and adopting a fortress mentality only aggravate and breed violence. It leaves no one to mind the city. Eliminating violence requires a network of partnerships based on individual and collective responsibility. The problem is everyone's, so too is the solution. These partnerships must include the commitment of all sectors of the community including individual citizens, community groups, City Council, service providers, police, business and labour. It is an integrated approach which will require patience and creativity and one which must be guided by the voices and experiences of women. It is an approach based in community empowerment with the ultimate intent of creating a safer city for all.

The *Fact Finding Group* has divided this report into chapters which reflect the extent of violence. The opening chapters give a brief background on the project and provide a context for the issue based on outreach to Winnipeg women. The following chapters deal with violence on the streets, in the home, and in our culture and propose recommendations for effective change. All recommendations focus on two fundamental principles: that education is critical to the elimination of violence; and that municipal strategies and commitments are essential to creating systemic change and ending violence. The following section provides chapter summaries of the report.

SUMMARY OF CHAPTERS

Introduction

This chapter provides a context for the report and the issue. This section also recognizes that violence cannot be examined in isolation; a context is essential in understanding its origins and endurance. A brief summary of the chapters, *"Violence on the Street," "Violence in our Homes" and "Violence in our Culture"* provided within this section attempts to assemble a framework for the issue. Only when we understand the dynamics of violence can we begin to deal with its elimination. Violence does not exist in isolation but rather as a consequence of systemic inequality. We live in a society which teaches all of us to believe that men are entitled to power. Society accepts violence as a means of controlling power; violence which targets women and children as victims. Understanding violence against women and children is understanding that it is male violence. As such, men must be accountable and play a role in its eradication.

Changing Attitudes -- Changing Cities

No longer do we define violence against women and children as a "women's issue." Violence is institutionalized in our society, requiring that all sectors of the community become involved and committed to its elimination. There is movement toward making all levels of government, business, community organizations, workplaces, institutions and all citizens accountable for solutions. This section highlights the need for municipal policy in creating a safer city. The *Fact Finding Group* recommends that personal safety and security become a guiding principle in all municipal decision-making, and that community involvement and partnerships are essential in any actions toward a safer city. This principle requires new attitudes and a shift in focus, from property crime to personal safety and security. Plan Winnipeg, the City's overall planning document, provides an opportunity to create change.

A Safer City for Children

The injustice of violence against children is tragic because it destroys the lives of children today, and the lives of future generations. With a mandate to make municipal recommendations, the *Fact Finding Group* recognizes that this report only scratches the surface of this daunting issue. Any recommendations to create a safer city for women will also create a safer city for children. This section focuses on the premise that children's voices must be represented and recommends that a child advocate be incorporated into the City structure through a staff position.

Women and Women's Fear

The violence is real. So too is the fear. The consequences of both are devastating. The fear associated with potential violence leads Winnipeg women to restrict their lives to a schedule based on "doing and not doing." Implicit to this fear is fear of men. This chapter describes the experiences of women from all walks of life in the city: Aboriginal women, adolescent women, women with disabilities, elderly women, immigrant women, women of colour, women in jail, women in universities and colleges, and women in the workplace.

Violence in the Streets

This chapter is divided into three sections: *Built Environment, Transportation* and *Prostitution.* Each section makes recommendations regarding changes to municipal planning and policy which affect personal safety and security in public and semi-public spaces.

Built Environment - We have built a city based on the principles of function and beauty, and we have done so at the expense of safety. The City has not integrated guidelines for the personal safety and security of all its citizens into the physical planning process. This section highlights the need for personal safety standards relating to design features, sightlines, signage, building security, parking lots and parking structures. The *Fact Finding Group* recommends that the City incorporate personal safety and security objectives into the revised Plan Winnipeg, making personal safety and security for women and children a guiding principle.

Safety audits were used by the *Fact Finding Group* as both an educational and assessment tool in evaluating the built environment in Winnipeg. This section lists the results of safety audits performed on specific downtown locations. The *Fact Finding Group* recommends that the City adopt the safety audit tool and develop a program for its use in the community to identify safe and unsafe places.

Transportation **(transit and taxicab service)** - Sixty per cent of all Winnipeg transit users are women. Yet when women identify areas where they feel most endangered, public transit tops the list. Considering this, more than half of Winnipeg's transit riders potentially fear using the system of transportation they most depend on. This section lists results of safety audits performed on various bus stops throughout Winnipeg, highlighting the urgency for standards in public transit including lighting, structure of shelters, availability of telephones at bus stops, and landscaping features. This section also focuses on the need for personal safety measures in taxicab service.

Prostitution - All citizens have an unconditional right to safety. Women, youth and children working in prostitution are particularly vulnerable to violence, but society's misconceptions of prostitution interfere with potential solutions to ending violence on the street. Prostitution is not a moral issue, it is an economic issue. Prostitution is about survival.

This section highlights actions which fall within the mandate of this project and within the responsibilities of the City of Winnipeg. The *Fact Finding Group* recognizes the urgent need to protect women and children working in prostitution and the need for the development of relationships between the police and those groups and agencies providing support and services to prostitutes.

Violence in the Home

Violence is impervious to door locks; it is as much a part of homes and families as it is of streets and strangers. People generally view their own homes as a sanctuary from violence, a protective refuge. Reported statistics, however, reveal that violence is not bound by our streets, rather women and children are at greatest risk in their homes, among people they know.

The police are most frequently the frontline of response to domestic/wife abuse and must begin to recognize and be accountable for their influence and actions. Recommendations within this chapter focus on the need for implementing and enforcing Police Department policy on domestic violence/wife abuse response, and the need for professional development and training to sensitize all ranks to the issue. This section also highlights service, legal, shelter and privacy issues.

Violence in Culture

Violence in our streets and our homes exists because we live in a violent culture. Our institutions are the storehouses of our culture, thus sustaining attitudes of violence and inequality. This chapter stresses the impact of institutions such as the media, the workplace, education, and police on our attitudes to violence against women and children and makes recommendations accordingly. It is here, in this section, where recommendations speak to the fundamental need for changes in attitude through education, and policies and actions based in prevention.

The Police Department, as one of our most influential institutions and as the frontline in dealing with both the prevention and consequences of violence, is highlighted in this chapter. Dealing with violence against women and children requires a new attitude in policing, one based in visibility, accessibility and accountability. This section focuses on the need for policing which emphasizes community empowerment and partnerships and recommends that the City expand and enhance "community-based policing" throughout Winnipeg.

Conclusion

Winnipeg women are voicing their outrage. It is time that we listen and take action as individuals and as a community. Eliminating violence and fear from the lives of women and children requires a new way of thinking and living, and a new model of interaction, partnerships and working relationships.

The recommendations within this report provide a framework for municipal strategies and represent an opportunity for the City of Winnipeg and the community to create a thriving and safe community for women and children--for all its citizens. Now is the time for municipal and community responsibility, accountability, and action.

INTRODUCTION

Women and children living in Winnipeg feel unsafe. Think about that. The fact that this statement will neither shock nor surprise most Winnipeggers sends a message which is far more revealing and powerful than the words of this report. We have created a society in which violence and fear have become a way of life for more than half of our citizens. It is in our attitudes, in our very culture. Ultimately, that affects all of us. Now, it is time we all take the responsibility and make a commitment to creating a safer Winnipeg for women and children--a safer city for all.

The fear of violence follows women and children from the bus stop, onto the street, into the classroom and workplace, through the park, into the evening and into their homes. The pervasiveness of violence affects everyone; we all pay the consequences. Every day, women and children pay with their freedom. Some days, they pay with their lives. Wednesday, December 6th, 1989 became one of those days for 14 women engineering students of Montréal's Ecole Polytechnique. Since then, 24 women in Manitoba have suffered the consequences of our tolerance and ignorance of violence with their lives. There is no greater cost than the loss of life. But in an increasingly violent society, the costs are also reflected in overburdened medical systems, justice systems, social service systems and a loss of potential and productivity. We all pay the price of a violent society.

> *"For me, violence against women is a living hell--and sometimes a dying hell."*
> Winnipeg woman.

In Winnipeg and throughout the country, Canadians are expressing outrage at escalating violence against women and children. Toronto's *Metro Action Committee on Public Violence Against Women and Children* [METRAC] has been a forerunner in addressing violence against women at the local level. The City of Toronto's *Safe City Committee* is also a successful example of municipal efforts toward preventing public violence against women. Nationally, the *Federation of Canadian Municipalities* [FCM] is co-ordinating an Urban Safety and Crime Prevention program.

PROCESS

In October 1990, the City of Winnipeg initiated a partnership with the Social Planning Council of Winnipeg and the community to examine violence against women and children living in the city and to recommend municipal measures toward eradicating the violence. A 26-member *Urban Safety for Women and Children Fact Finding Group*, comprised of civic advisors and concerned Winnipeggers,

combined both time and experience to fulfil the mandate. Five working committees were formed to examine Domestic Violence/Wife Abuse, Prostitution, Transportation, Urban Design, and Violence in Culture. The following report is the culmination of public outreach and discussion.

This report is in recognition that every woman and child has the right to live a life free from violence. It also recognizes that violence against women and children is neither isolated nor random, but rather systemic and pervasive. It is everywhere. The following sections of this report, "*Violence on the Street*," "*Violence in the Home*" and "*Violence in Culture*" reflect the ways in which violence and fear affect and restrict every woman and child. These sections focus on areas in which municipal policy has the power to protect its citizens and create change. The report makes two central recommendations:

- Personal safety and security for women and children must become a guiding principle in all municipal decision-making and should be incorporated into Plan Winnipeg, the City's overall policy document.

- The participation of citizens must become a guiding principle to making Winnipeg a safer city. The *Fact Finding Group* believes that a participatory city is a safer city and therefore recommends:

    - That the City of Winnipeg establish a *Safe City Committee* to promote personal safety and security for women and children in all areas over which the City has jurisdiction and to promote community participation and co-operation in making personal safety and security a priority. This shall include policies, programs, regulations, planning and bylaws (See Appendix E: "Proposed Composition and Mandate of the Safe City Committee").

Based on a mandate to initiate municipal recommendations within a six-month period, January to June 1991, the report is neither comprehensive nor conclusive. Rather, this report marks the beginning of change in our city and provides a framework to achieve it. The *Fact Finding Group* recognizes the City's jurisdictional responsibility in the protection of its citizens and has, accordingly, formed recommendations based on short- and long-term municipal strategies for change, many of which require no expenditure.

The chapter "*A Safer City for Our Children*" outlines the pervasiveness of violence against children and the urgent need for partnerships and involvement from all levels of government and the community in dealing with the issue. Much of what must be done to deal with the abuse of children is of provincial and federal jurisdiction. This section focuses on recommendations at the municipal level only. Violence against children demands much broader accountability and responsibility.

"Violence on the Street" focuses on violence against women and children in public spaces including streets, parks, buildings, parkades, and within the public transportation system. This chapter deals with street harassment and sexual assault and suggests ways in which the urban design of our city can contribute to personal safety. The particular vulnerability of women and children working in prostitution on the streets is highlighted in this section. The *Fact Finding Group* conducted safety audits on various Winnipeg locations to identify safe and unsafe features. The results of these audits are contained in this section.

"Violence in the Home" deals with violence in our private spaces. This section focuses on the urgent need to recognize the prison of private violence--the home and family. Close attention is paid to the role of the police and justice system. Professional development for all service workers (including judges, police officers, health and frontline workers) is recommended to increase sensitivity to violence and the recognition of its many manifestations. The issues dealt with in this section must be addressed by all levels of government.

Why is our city, our society, a violent one? Why are women and children most often the victims of this violence? The section *"Violence in Culture"* attempts to grapple with these fundamental questions. Violence is the abuse of power. Violence in the home and on the street exists because we live in a culture which traditionally values the negative dimension of power--the control of one person by another. Society tolerates, accepts and ultimately chooses violence as the means of controlling power. Both men and women are socialized to believe that men are entitled to power; women and children continue to pay the tragic price. Understanding violence against women and children is understanding that it is male violence.

"Violence in Culture" recognizes that violence is not bound by our homes or our streets, rather, it is based in our values, our attitudes, and reflected in the way we live our lives. Violence in our culture is the most insidious and dangerous form of violence. We cannot eliminate street harassment, wife and child abuse and sexual assault until we eradicate attitudes and behaviours within our culture which perpetuate sexism, inequality, powerlessness and fear. Our institutions are the storehouses of our culture and as such preserve the role of violence in our society. In recognition of this, the *Fact Finding Group* focuses this section on some aspects of our social, educational and justice institutions which most predominantly affect all of us: media, workplace, education, and police.

The violence is real. So too is the fear. Both create a smaller world for women and children and restrict their participation in community life. There is much the City of Winnipeg and the community can do to create a society where the rights of all citizens to live lives free from violence and the fear of violence can be made a reality. The fact that women and children living in Winnipeg feel unsafe should not shock us; that we have done nothing about it should. The time for change is now.

CHANGING ATTITUDES
CHANGING CITIES

Women speak of our culture--our way of living--as a violent one. Throughout the world there is a growing realization that we must find a new way of living together. The old ways are not working. We must find a new paradigm, so the future can be a better one, or even so that we may have a future for ourselves and our daughters and sons.

Locally, nationally, and internationally, movements and activities are underway that offer all citizens the opportunity to play a role in redefining societal values and ways of living together. **Healthy Communities, Sustainable Development** and **Safer Cities** are examples of such movements.

The concept of a healthy city has taken on new meaning over the past decade. The City has regained its status as a key player in the determination of the individual's, and subsequently, the community's health. No level of government affects the everyday lives of citizens as does the City. People are turning back to their immediate community--their city--as an avenue for bringing about a better way of living.

> *"Safety is a community's problem--a social problem--and we all need to accept some responsibility for it."*
> Teacher, Fort Rouge area.

Much of the focus for improving life in the city has been on physical design and the prevention of property crimes. An extension of this focus has been occurring throughout the 1980s in the area of preventing personal crimes and dealing with safety and fear from a woman's perspective.[2] This comprehensive approach has been motivated by women who are voicing their fears, disclosing the incredible amount of violence they are living with in their lives (from pornography to violence in their own homes) and together, searching for healing. Many municipalities have begun to take a critical look at the health of their city from the perspective of how safe their city "really" is for women and children.

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[2] METRAC, Towards More Equitable Urban Safety and Crime Prevention Initiatives: Making Women's Safety and Security Concerns a Priority. January 1990.

A SAFER WINNIPEG

Plan Winnipeg is the major policy and planning document for the City of Winnipeg. Its current revision provides an opportunity to advance and change some fundamental principles currently contained within this plan. The 1986 plan focuses on the physical environment. An opportunity exists to incorporate social planning objectives into its revisions. The revised plan, which must be adopted by June 1992, will include a vision of Winnipeg's future and must establish an important linkage between physical, environmental, economic, and social planning.

Canadian cities are changing dramatically. Canadians are redefining the role they see for their local governments and are urging senior levels of government to provide resources to enable cities to carry out these additional responsibilities. Citizens are also refocusing their role in the creation of healthier and safer communities as one based on action and accountability.

The Province of Manitoba has introduced legislation to expand the powers of the City. New powers include personal safety and security responsibilities. Awareness of, thoughtful review and appropriate support for these initiatives are essential components of effective citizen involvement.

A SAFER CANADA

In Winnipeg and across the country, Canadians are addressing the issues of fear, safety and violence. The *Fact Finding Group* has prepared, for the City, a compendium of information related to such projects. In particular, we acknowledge the leadership of the *Metro Action Committee on Public Violence Against Women and Children* [METRAC]. METRAC is a non-profit, voluntary agency which was established in 1984 by the Metropolitan Toronto Council to monitor recommendations from a city task force on violence against women in Toronto. METRAC has since become a public educator, committed to the right of women and children to live their lives free from violence and the threat of violence. METRAC works with urban planners, educators, the legal and medical professions, police officers, violence survivors, community organizations and all three levels of government on policy, law reform, support service, research, and public education. In addition to the work of METRAC, a *Safe City Committee* of Toronto City Council was established in 1988 to monitor the implementation of municipal strategies and to further develop policy on the prevention of violence against women.

Nationally, the *Federation of Canadian Municipalities* [FCM] in 1985 established a task force on issues relating to Urban Safety and Crime Prevention. In 1989, the FCM participated in the *European and North American Conference on Urban Safety and Crime Prevention* held in Montréal, from which the *Agenda for Safer Cities* was initiated. The FCM is currently involved in a **Safer Cities Program.**

Through this program the FCM plans to provide support and information to cities and municipalities across Canada willing to become involved.

The Canadian Criminal Justice Association has instituted a **Safer Communities Strategy** and there is increasing recognition by many national and international professional associations, for example the Canadian Chiefs of Police Association, that preventing crime requires more than courts and police and that simply adding a program here and a policy there will not be sufficient. The Canadian Council on Children and Youth in their report entitled Safer Tomorrows Begin Today states that:

> *"...a variety of individuals and groups have roles to play in the healthier, safer communities movement. Municipal, provincial and federal leaders and bureaucrats must work with teachers, social workers, doctors, child care workers, police officers, judges, lawyers, businesses and volunteers to put in place the programs and policies necessary to support a comprehensive safer communities program."*[3]

A SAFER SOCIETY

Solutions must go beyond the symptoms to deal with the root causes of violence--the social and economic inequalities which continue to undermine the safety of our communities. Locally and nationally, the number of sole-support mothers is increasing, creating a population whose safety and security is threatened by the consequences of poverty. As well, all levels of government are beginning to recognize the violence and impact of racism on society. Any comprehensive strategy must recognize and eliminate these forms of violence. Constructive interventions are being developed by governments and by communities; these efforts require understanding and support.

Solutions require new approaches within society and our institutions. Governments and community groups are acknowledging the need within our criminal justice system for more constructive and less violent methods; methods which consider and respond to not only the needs of the victim but also the responsibilities of the community and the offender. This new approach does not tolerate response which blames the victim or demands that she be solely responsible for her own protection. The traditional approach of Aboriginal communities in developing a culturally sensitive system of justice is cited as a model for restorative justice.

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[3] Canadian Council on Children and Youth, Safer Tomorrows Begin Today, 1989, p. 8.

Increasingly, reports suggest it is no wonder women do not trust the criminal justice system, a structure which despite individual efforts, continues to reflect the socialization, attitudes and values of patriarchy.

> *"In some areas of the law, I think a distinctly male perspective is clearly discernible and has resulted in legal principles that are not fundamentally sound and should be revisited. Canadian feminist scholarship has, in my view, done an excellent job of identifying these areas and making suggestions for reform. Some aspects of the criminal law, in particular, cry out for change since they are based on presuppositions about the nature of women and women's sexuality that, in this day and age, are little short of ludicrous."*
>
> *Madame Justice Bertha Wilson,*
> *First woman judge appointed to the Supreme Court of Canada.*

Our current system of justice frequently brushes aside women's fears as "out of proportion" to actual crime rates. But this response fails to recognize the high level of unreported crimes. The major reasons cited for not reporting abuse and assaults are the lack of trust that the system will protect, and the fear and expense of being further victimized by the system. Women speak of the inability of police to protect them, of inappropriate responses, and even of intimidation by the police. Many officers are seen as "playing out" the patriarchal values of aggression and control. Police departments across Canada are working toward change and must be recognized and supported for these efforts.

Part of our changing context includes increasing recognition of human rights. Our Constitution, through the Charter of Rights and Freedoms, guarantees women equal protection and equal benefit of the law and imposes upon government the obligation to redress the harm done by unequal treatment. Questions are being raised regarding the extent to which governments, including local governments, have an obligation to ensure that their funding allocations promote equality rights under the Charter. If urban safety and crime prevention initiatives which claim to be comprehensive and/or receive significant government funding, do not support women's rights to security of the person (Section 7) and do not attend to the major crimes against women and the prevention of these crimes (such as sexual assault), legal action may be taken. Canada is a signatory of international human rights documents. Our governments have a responsibility to honour these standards.

Ultimately, a safer city demands that we look beyond revising our physical environment, to revising our attitudes, actions and systems which sustain violence. A society which is free of the injustice of poverty, racism and sexism is a safer society for all.

A SAFER CITY FOR OUR CHILDREN

The message extends from Winnipeg's core area to its suburbs and beyond; women fear for their children in the home and on the streets. Violence against children is the most profoundly destructive and tragic of all violence. It destroys innocence and trust. It destroys the spirit of the future. It destroys the lives of those who have the least power to resist it, and the least power to cope with its consequences. Every time a child is neglected, abandoned or abused, there begins the potential for the next generation of violence. Violence breeds violence in a child who knows nothing else. Fourteen female engineering students in Montréal became the ultimate victims of this cycle. The man who murdered them was an abused child and the son of an abused wife.

Children suffer the consequences of both direct and indirect abuse in the home. Not only are they the victims of violence, but they suffer the consequences of seeing the physical, sexual and psychological abuse imposed on their mothers. A daughter sees her father abuse his wife and learns to accept the consequences of inequality in an abusive home. A son sees his mother abused and learns that violence is an acceptable and natural means of control to which husbands are entitled. Children learn violence, and they learn their role as either the victim or perpetrator of violence.

> *"I street-proofed and abuse-proofed my kids as much as I can. Even with this my daughter was in the middle of a marital dispute when visiting her aunt. A rifle was involved. She was seven at the time."*
> Winnipeg woman.

From the school, to the playground, to the streets, many Winnipeg women express fear that the city is not a safe place for our children. The learned behaviour of a violent society is intruding on the lives of our children: on our schools where, in many cases, teachers are reluctant to arbitrate or to intervene; on our playgrounds where children are violently assaulting each other with weapons or simulated rapes; in our neighbourhoods where not only are children vulnerable targets but also where the protective sense of "community" no longer exists.

We have created a society in which children cannot trust. The very systems, professionals and caregivers to whom we entrust our children are also potential abusers. The abuse crosses all racial, cultural, religious, professional, economic, and gender boundaries. Children are victims of a continuum of abuse that ranges from the devastation of poverty, neglect, maltreatment and failure to meet basic human needs, to active psychological, physical and sexual abuse--including child

pornography and juvenile prostitution. Violence scars the past and devastates the future of our children.

Child abuse is still very much a hidden issue in our society; the true extent is unknown. The reported facts of child abuse speak of epidemic proportions in Canada. The tragedy is that these facts represent only the tip of the iceberg:

- In Canada, the number of child sexual abuse cases has increased by 500 to 1,200 per cent in the past five years.[4]
- The Canadian Medical Association estimates 8,000 Canadian children are badly injured by abuse every year.
- One-quarter of all children are abused before they reach the age of 16.
- Eighty per cent of children witness violence by their fathers.
- In a random sample of 2000 Canadian adults, one-half of the females and one-third of the males reported having been a victim of an unwanted sexual act, most before the age of 19.[5]
- Manitoba's Child and Family Services Division reported a 26 per cent increase in child abuse cases in Manitoba for the fiscal year 1989-90 in which 2,484 cases were reported compared to 1,964 of the previous year.

Violence against children is a complex and daunting issue. Much of what must be done to deal with the abuse of children is of provincial and federal jurisdiction. Recommendations made in this section are aimed at areas within which the municipality has the capacity to protect children from violence in the city. Recommendations made in the following sections to create a safer city for women will create a safer place for children.

Winnipeggers have expressed concern at the reluctance of our communities and governments to acknowledge the extent of child abuse and fears of abuse, to talk openly about it, to organize to cope with its effects, and to prevent its continuance[6] (See Appendix D: "Effects of Incest and Other

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[4] Rix Rodgers, Report of the Special Advisor to the Minister of National Health and Welfare on Child Sexual Abuse in Canada. Reaching For Solutions. June 1988.

[5] Rodgers, Reaching For Solutions, June 1988.

[6] The Healing Centre for Women in Ottawa has developed definitions on the physical, mental and psychological effects of abuse. (See Appendix D of this report.)

Forms of Abuse"). In part, society's tolerance of this abuse is based in ignorance of the issue. Myths have become part of our culture and these myths contribute to the reluctance to deal with the issues (See Appendix C: "Myths"). As a society, as a community, and as citizens, we share a responsibility to dispel these myths and to work together to ensure for children, lives of freedom from abuse. The responsibility belongs to everyone: governments, professional and community organizations and individual caregivers. The practical application of that responsibility is complex.

Civil detection of neglect and abuse, and services to neglected and abused children, are a provincial responsibility. The Federal Government's role with regard to child abuse and neglect is reflected in the Criminal Code, in cost-sharing arrangements for health and welfare services, grants for research and demonstration projects, as well as some consultative and information services. There has been increased federal attention to the issue of child abuse. In 1990, the federal government released a report prepared by a special advisor on Child Sexual Abuse entitled Reaching for Solutions. The Canadian Council on Children and Youth [CCCY][7] has outlined the need for a comprehensive response to the needs of children and families in order to work toward safer communities. The CCCY along with others at the national level is working to urge implementation of Reaching for Solutions. Local understanding of, and support for these initiatives are important.

WHAT CAN THE CITY DO?

As the level of government closest to its citizens, the City has a responsibility to affirm the importance of, and to work to ensure the safety of its children. Many frontline workers in City services such as recreation workers, librarians, public health nurses, social workers, police officers, teachers, bus drivers and others, have daily contact with the children of Winnipeg. It is imperative that these frontline workers are aware of the needs of children and sensitive to issues of safety and abuse; there is potential for them to play even more essential roles in both "prevention" and "protection." In addition, City Councillors, as the elected representatives closest to citizens, have a responsibility to keep themselves appropriately informed of the status of children's safety.

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[7] In June 1991, the Board of Directors of the Canadian Council on Children and Youth and the Canadian Child Welfare Association amalgamated.

RECOMMENDATIONS

City Councillors and staff must play an important role in informing the community about issues related to child safety via various forms of publicity: mass media, workshops for citizens delivered through community committees, community centres, Neighbourhood Watch and Block Parents, and via presentations to decision-makers such as Winnipeg 2000, the Chamber of Commerce, and others. We recommend:

1. THAT the City, in a policy statement, declare its commitment to the children of Winnipeg, and to the entitlement of children to live in healthy and safe environments, free from all forms of abuse; and
   THAT the City declare its commitment to work with citizens and other levels of government to achieve this; and
   THAT the City, in collaboration with citizens and other levels of government, develop strategies to implement this policy.

2. THAT, in collaboration with community members and/or organizations, the City ensure development and implementation of a plan of outreach to the community to encourage awareness of child abuse prevention and safety issues; and
   THAT the City develop a community strategy to make Winnipeg a safer city for children.

3. THAT the City ensure staff development opportunities that increase sensitivity to child safety and abuse issues and reflect up to date information and knowledge that is appropriate to the level of staff involvement and responsibility.

4. THAT City Council receive, from all relevant departments, annual briefings and updates on the status of children's safety in our city, including information on relevant activities and initiatives of other levels of government.

Services for Children and Youth

Women interviewed during the Project expressed concern about gaps in services for children and youth and the need for comprehensive, interdisciplinary collaboration and co-operative approaches. The City is seen as having an important role to play in informing and working with the community and with other levels of government to ensure the implementation of these approaches. Particular concern was voiced about the need for increased and improved protection and preventive services.

The gap in appropriate services for older adolescents was an issue of concern. People spoke of fear for the safety of these youth. The lack of appropriate services for youth was documented by the Social Planning Council of Winnipeg's 1990 study, Needs Assessment on Homeless Children and Youth (May 1990) and in the subsequent strategy and policy proposal.

The Provincial Ombudsman states in his 1989 Annual Report:

> *"I do believe that many of the youth who run away from home want relief from the family problems and violence to which they are exposed, but may not want, or be ready, to trigger the chain of events that will occur if abuse is disclosed....they may choose the life of the street as opposed to remaining at home in situations of conflict and they often become involved in juvenile prostitution, drugs or other delinquent behaviour to support themselves."*

He goes on to say *"the situation of runaway youths seems to be an increasing social problem which will ultimately tax other components of our social systems, such as health and corrections if the situation is not adequately addressed."* He questions whether traditional child welfare approaches will meet the needs of these young people and urges *"flexibility and creativity within the system in order to engage our street and runaway youth in joint planning for their future."* He also states that Child and Family Service agencies have a responsibility for older teenagers (who are not considered adults until the age of 18) who refuse to return home, or who have nowhere to call home as their parents refuse to provide for them.

An issue raised by many refers to the need for financial assistance for these teens. The City and the Provincial Governmentare urged to give prompt attention to resolving the jurisdictional issues in this regard. The Ombudsman points out the importance of informing young people of their rights with regard to social assistance.

Much remains to be done in this area. It should be noted, however, that many local agencies are currently addressing youth issues:

- *Street Links*, a two-year demonstration project under the auspices of the City Health Department;
- *Street Kids and Youth* [SKY] and *P.O.W.E.R.* [Prostitutes and Other Women for Equal Rights] are scheduled for implementation in the fall of 1991;
- The community is currently working to co-ordinate the work of all of these projects. It is noted that these are term-specific demonstration projects with no commitments by any level of government to ongoing funding.

Discussions about the needs of youth inevitably turn to the issue of a "safe place." The *Fact Finding Group* discussed the necessity of having safe places for children to go and stay. Various agencies in the city including Children's Home, Macdonald Youth Services and the Native Women's Transition Centre are drafting safe house proposals. Each proposal has merit. We recommend:

5. THAT the City work with the community and other levels of government toward a policy and planned approach in delivering needed services to youth; and
THAT the City ensure the provision of adequate resources to implement these services.

6. THAT the City work with the Province of Manitoba toward a policy to provide access to social assistance for all youth.

Unsupervised City Facilities

Unsupervised public facilities such as libraries and parks are increasingly becoming *"babysitters"* for many children in Winnipeg. City libraries report that they are becoming a "safe place" for parents to leave their children unattended for a period of time. Library staff is aware of this situation but City libraries currently have no programs for appropriate supervision. The Centennial Library has taken personal safety and security into consideration in the redesigning of its children's section. As well, there is discussion within the public library system of performing safety audits on proposed libraries in the city. We recommend:

7. THAT the City explore the possibility of ensuring the presence of staff who are cognizant of children's needs in facilities frequented by children and youth.

Violent Behaviour/Anger Management

The *Fact Finding Group* has been told that violent behaviour is a part of the environment at various child protection institutions. As such, it is essential to have sufficient resources to help children deal with their violent and angry behaviours.

The need for appropriate anger management and conflict resolution programs in schools, youth centres and group homes has been expressed by parents, care-providers and members of the *Fact Finding Group*. The *Fact Finding Group* has identified and discussed the mediation/conflict resolution training programs which have been developed by the Alternative Dispute Resolution Education Council and others. The Council trains professionals in mediation skills. Currently, various schools are employing a conflict management program. Although these programs appear to achieve positive results, the issue of violence in our society is complex and responses must be placed within an understanding of our culture. Conflict resolution methods may work in the short term but, in the long term, we need to *name* the violence and its causes and eliminate violence in our community. Children and youth and those who work with them must be given opportunities to learn new ways of interaction.

The City's Personnel and Parks and Recreation Departments have instituted a pilot project on anger management/mediation skills which could be expanded. We recommend:

8. THAT the City's pilot project on anger management/mediation skills be evaluated and consideration be given to other models; and
THAT a suitable program be offered to all civic staff, particularly those working in municipal parks, community facilities, public health clinics, social service and district planning offices, and the transit system (bus drivers).

Community Partnerships with Police

The *Fact Finding Group* received a copy of a brief from the Aboriginal Women's Unity Coalition regarding the violence perpetrated against children by Carl Edward Krantz in 1990.[8] Krantz was convicted of the sexual exploitation of 13 Aboriginal girls. This brief speaks to the frustration of the

[8] Presentation to City of Winnipeg City Council, Standing Committee on Protection, Parks and Culture, Aboriginal Women's Unity Coalition, Winnipeg, Manitoba, September 14, 1990.

Aboriginal community with respect to the lack of culturally appropriate services in the justice and child welfare systems and the need for a greater will, on the part of Winnipeg's policing system, to build a partnership with the Aboriginal community of Winnipeg. This issue also points to the need for closer communication and new partnerships between the Police Department and all communities within our city. We recommend:

9. THAT the Police Department set up a community advisory group dealing with violence against women and children to explore new partnerships with the community.

10. THAT the Police Department build appropriate partnerships with the Aboriginal community, and
THAT the Standing Committee on Parks, Protection and Culture, in consultation with the Aboriginal community and the Police Department, establish an advisory group dealing with issues pertaining to police matters and the Aboriginal community.

Trust Relationships

The issue of trust relationships and the abuse of these relationships has been raised on many occasions. This is an important consideration for children and youth who are in care. It is critical that children know their rights and that checks and balances are in place to ensure trust relationships are not abused. We recommend:

11. THAT the City ensure that signs be prominently posted in all child welfare agencies/residences which specify a child's/youth's right to be free of sexual and physical abuse and the legal responsibility of anyone knowing of or suspecting such abuse to report it to the authorities of the agency/residence and to the Police.

Child Advocate

On November 20, 1989, the General Assembly of the United Nations adopted the Convention on the Rights of the Child. The United Nations Summit on Children, held in New York on September 30, 1990 was co-chaired by Canada's Prime Minister. Canada has committed itself to the 54 articles in

the Convention and is expected to ratify this international treaty by the end of 1991. The Convention, before ratification by the federal government, must be ratified by the Provinces and Territories. The responsibility to meet our obligation to our children under this treaty does not rest solely with the federal and provincial/territorial governments.

In Manitoba, the Minister of Family Services has announced the establishment of a Child Advocate's Office. Children need advocates at all levels of government, as well as in the community. This is no less important at the local level. The City of Vancouver recently reviewed the various programs the City delivers to its children. This review culminated in a resolution that the City appoint a staff person responsible for advocating on behalf of children within the structures of city hall. To implement and monitor recommendations regarding Winnipeg children we recommend:

12. THAT the City appoint a staff person with the responsibility to be a child advocate within city hall.

WOMEN AND WOMEN'S FEAR

Look closely at her--she crosses the city street juggling her briefcase and her sack of groceries or she walks down a dirt road balancing a basket on her head. Or she hurries toward her locked car pulling a small child along with her. Or she trudges home from the fields, the baby strapped to her back.

Suddenly there are footsteps behind her. Heavy, rapid.

A man's footsteps. She knows this immediately, just as she knows that she must not look around. She quickens her pace in time to the quickening of her pulse. She is afraid. He could be a rapist. He could be a soldier, a harasser, a robber, a killer. He could be none of these. He could be a man in a hurry. He could be a man merely walking at his normal pace. But she fears him. She fears him because he is a man. She has reason to fear.

She does not feel the same way--on city streets, on dirt roads, in parking lots or fields--if she hears a woman's footsteps behind her.

It is a footstep of a man she fears. This moment she shares with every human being who is female.

This is the democratization of fear.[9]

Is Winnipeg a safe city? What are the realities of women living in Winnipeg? What are women's fears? Winnipeg women told the *Fact Finding Group* of their fears on the streets, in the home and on the job. Many women are sharing their experiences and suggesting creative healing responses. It is time that we, as a community, begin to listen. Only then can we build a society, a community, that values all people and reflects this throughout its cultural institutions and bureaucracies.

> *"Reducing fear and violence is a public and a national necessity because it is a basic right....It is every woman's right to live free from fear and violence."*[10]

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[9] The Demon Lover, or The Sexuality of Terrorism. New York: Norton, 1989, p. 23.

[10] Linda MacLeod. Freedom from Fear: A Woman's Right, A Community's Concern, A National Priority. Secretary of State. November 1990, p. 39.

The realities of women living in Winnipeg are the realities of women everywhere. Not all women experience the same extent of fear, but all women speak of making daily accommodations in their lives to increase their safety. And when women name, discuss, and examine their fears, implicit in, and basic to these fears, is fear of men. ***It is women who are afraid and it is men who are feared.*** In most cases, neither recognize the extent nor the implications. Therein lies the danger.

Many Winnipeg women told us of their frustration and anger over the subtle and overt restrictions they feel compelled to place on their lives, their behaviour, activities, dress, and physical appearance. Some women told us they were unaware they had grown to make these adjustments, until they were asked specific questions:

- If you live alone do you put only your first initial on your door?
- If you go to the campus library at night, do you always walk with a friend?
- Do you avoid parking in lots, especially those underground?
- Do you attend events only when accompanied by a friend or partner?
- Do you check the car before getting into it?
- Do you carry your purse close to your body?
- Have you taken self-defense classes?

One survey cites 1,140 ways in which women adjust their lives to protect themselves. Violence and the fear of violence have become a way of life for women. That women are socialized to accept this is unconscionable.

> *"There is danger in going anywhere alone--as a woman--walking in the city after dusk. The loss of freedom this causes; the feelings of fear and apprehension it generates. Being a mother of daughters in this city is a great worry."*
> Winnipeg woman.

Winnipeg women say they live their days, their lives, in terms of "doing" and "not doing." And they resent it. Although restrictive, "doing" something engenders some sense of power and control. The "not doing" choices include: giving up evening activities; avoiding certain social and leisure activities; blocking out memories of abuse and violence; agreeing to sex because of a fear of resisting, and shying away from arguments or conflict. There is a decline in the quality of life of our communities

and of our city when women cannot participate fully. A safe city, and a healthy community, is a participatory city where all citizens are involved and contribute.

Both "doing" and "not doing" have physical, psychological, social and economic costs. Attention was drawn to the expense of these cautionary efforts: cabs, security locks, and moving to neighbourhoods regarded as safer. Concern was expressed that in many cases protection carries a price, a price that women and children living in poverty cannot afford.

In a society which misunderstands, ignores, tolerates, and accepts violence at all levels, women and youth speak of the fear of being victimized again by those from whom they seek help: police, health-care workers, social workers, and lawyers. Trust has become the enemy.

Inequality is at the root of all violence. Intolerance and abuse against visible minorities, people who are homosexual, and people who are disabled represents an attitude of prejudice and disrespect that violates any espoused principles of equality. Immigrant women, Aboriginal women and members of the "multicultural" and "disabled" communities raised concerns and made recommendations that are reflected in this report. In particular, attention was drawn to the horrendous situation of abuse against children, many of them Aboriginal, and of the desire of Aboriginal women to be involved in the healing.

Aboriginal women, adolescent women, women with disabilities, elderly women, immigrant women, women in universities and colleges, women in the workplace, women in jail, women and adolescents working in prostitution, women and children on the streets, women in poverty--women of all economic circumstance, lesbian women--all women have some level of fear. In Winnipeg and across the country, the voices and experiences of women must continue to guide the signs of change.

Aboriginal Women

Aboriginal women suffer the devastating violence of double victimization; of racism and sexism. A survey by the Ontario Native Women's Association [1989] estimates that 80 per cent of Aboriginal women are survivors of family violence.

> *"We are taught to obey God's words, including 'til death do you part,' but I never thought that meant 'til your husband kills you."*[11]

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[11] Cited in "Victim's Viewpoint" in Vis-à-Vis. Winter 1988, Vol. 5, No. 4.

The experience of Aboriginal women is unique not only in terms of the endemic violence of racism and sexism many of these women endure every day, but also by the manner in which Aboriginal women have chosen to turn to traditional Aboriginal culture as a source of creative alternative solutions to the crisis. The problems are those created by European culture and religion, the solutions must emanate from within the Aboriginal community.

Aboriginal women speak of the critical need to understand violence against themselves and their children within an historical context; without this understanding, solutions address the symptoms, not the problem. Traditional Aboriginal culture and roles emphasize equality of power and respect between men and women. The violence of sexism is alien to this philosophy. Aboriginal people stress that the violence within their communities today exists not in isolation but rather as a consequence of colonization, assimilation and the devastating intrusion of a European culture based on inequality.

Maggie Hodgson,[12] a Native counsellor and director of the Nechi Institute in Alberta, states that one of the most destructive assaults on the Aboriginal community was the removal of Aboriginal children from their families and cultures through the residential school process. The effects of this system in many ways initiated a cycle of abuse within the community including chemical dependency, suicide, domestic violence, child abuse, poverty and unemployment.

The women who spoke to us during this project emphasized that violence and fear are more pronounced in Winnipeg's Aboriginal community because of the impact of economic, cultural and judicial barriers. They spoke of the high number of Aboriginal women and children living in poverty in Winnipeg's core area and the relationship between poverty and violence. More than one of two Aboriginal households in Winnipeg lives below the poverty line.[13] Not only is the prevalence of poverty within the Aboriginal community and the failure to deal with it a form of violence in itself, but poverty also exacerbates vulnerability to other forms of violence; street violence, domestic violence, prostitution, and child abuse. Aboriginal women and children living in poverty in many cases are victims of slum housing and unsafe public transportation. Women spoke of themselves and their children being targeted and abused by male taxi-drivers seeking "sexual payment" for fares.

Aboriginal women are concerned about the need for shelters and safe houses for women and youth to deal with the consequences of violence. They spoke of the need for a changing role of policing. Women suggested an increase in the number of foot patrols in the core area based on longer-term assignments of duty to enable time for familiarity and relationships to evolve. Women also expressed a need for the development of trust relationships between the police and Aboriginal people, a

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[12] Maggie Hodgson. "Shattering the Silence--Working with Violence in Native Communities", cited in Healing Voices by Toni Ann Laidlaw, Cheryl Malmo and Associates, Jossey-Bass Publishers, San Francisco, Oxford, 1990.

[13] Social Planning Council of Winnipeg. Invisible Change: Winnipeg's Next Decade. March 1991.

relationship which is sensitive to the feelings of distrust within a community living with the consequences of a history of abuse and neglect.

> *"We (Aboriginal people) know the problems and have creative solutions but there is a level of mistrust and cynicism to overcome."*
> Winnipeg man.

Aboriginal people also stress the role of prevention programs based on Aboriginal input. Aboriginal women describe the urgent need for a rebuilding of the community with a commitment to community partnerships and family. *"Every adult should be responsible and held accountable."*

Healing responses to deal with the devastation of abuse and violence within the Aboriginal community are still in the early stages. Hodgson states that in many communities there is still an unwritten law not to talk about violence. The holistic healing process adopted by Aboriginal women is an alternative which has a message for all communities. It says that the health of a community is dependent on the well-being of all its members and involves a balance of responsibility and accountability. Holistic healing involves addressing every aspect of Aboriginal life: socio-economic development, health care, education, family support and self-government. Many Aboriginal people do not support a male/female dichotomy or an offender/victim one. Rather, many support a more restorative approach: a holistic community-wide healing process that must be planned, developed and implemented by and with Aboriginal people. The healing of a city begins with the healing of all its communities.

Adolescent Women

Since the early 1980s, attention has been given to violence and abuse against young women in adolescent dating. The statistics support the concern voiced by women living in Winnipeg.

- More than one in 10 high school students may be experiencing violence in their relationships. As students enter college and university the incidence rises to one in five.

- In a 1987 York University study involving male students at six Ontario universities, 70 per cent admitted to verbally and emotionally abusing their girlfriends, 11 per cent admitted to physical abuse, six per cent to severe forms of violence.

- About half of all high school students interviewed had either experienced date rape or had knowledge of rape against a female student; the average age of the first violent relationship was 15 and the majority of assaults took place in either a residence, car or out-of-doors; 11 per cent of the female students had been physically assaulted by boyfriends, 20 per cent reported sexual abuse, including date rape; and 13 per cent of the male students admitted to at least one form of either physical, sexual or verbal abuse against their girlfriends.

- A significant number of high school couples think violence is an expression of love.

- Most teenage violence goes unreported outside the peer group; one-quarter is never disclosed, even to peers.

- Teenagers are said to fall victim to the mythology of love and violence and tend to conform to extreme versions of sex-role stereotypes: the macho male and the romantic female who believes love can solve all problems.

- Reports state female teenagers speak of fear continuing even after the relationship has ended, of self-blame for the acts, of feeling sorry for the boys and their often painful backgrounds, and of a legacy of fear of all men.

Women with Disabilities

Women with disabilities are multiply abused. Winnipeg women told us that women with disabilities are particularly vulnerable to abuse because, in many cases, they depend upon others for care.[14] The statistics also reveal that these women have little access to services for victims of violence.

- A 1988 survey by the Disabled Women's Network [DAWN] found that 40 per cent of women with disabilities (out of 245) had been raped or assaulted, and 64 per cent had been verbally abused.

The 1989 study, Beating the Odds--Violence and Women with Disabilities reports that:

> *Many issues had surfaced but one stood out above the others: the issue is violence against women with disabilities. Suddenly it is everywhere: in the*

[14] Presentation by Elizabeth Sekkiw to an Independent Living Resource Centre [ILRC] conference on "How to Protect Yourself from Abuse", 1987.

rural areas and in the cities, in the operating room and on the psychiatric wards, at home, on the streets. Women are at risk, women with disabilities are at greater risk.

Elderly Women

Interviews with the senior women in our community reveal that the fear of violence leaves many feeling "imprisoned" and "cut-off" from society. Winnipeg's Elder Abuse Resource Centre [EARC] was developed in 1990 to respond to and fight the increasing cases of abuse against seniors.

- Of the 184 elder abuse cases reported by the Elder Abuse Resource Centre, 30 per cent of the offenders were husbands, 20 per cent were sons; 80 per cent of the victims were women ranging in age from 60 to 85 years.

- The Ryerson Study [Canada, 1989] reported that out of 2,008 elderly surveyed, 40/1,000 reported recently experiencing some serious form of maltreatment in their own homes at the hands of partners, relatives, or close contacts.

- The Hamilton/Wentworth study reports: "T*he extent of elder abuse in Canada is not known but it is estimated that one-half million to 2.5 million elderly each year may be the victims of different levels of moderate to severe domestic abuse.*"[15]

Current cases before the courts suggest frightening institutional abuse. It is imperative that we improve our monitoring systems, and our safety and protection procedures for women who must rely on these alternative housing and "care-giving" arrangements. Dependent elders are often invisible to public scrutiny.

Immigrant Women

We recognize that the immigrant women's community in Canada is strikingly diverse and cannot be classified as a homogeneous group. But whatever their class, race, language or religion, all immigrant women living in Canada deal with the consequences of a society that is sexist, an immigration policy

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15 A Handbook for the Prevention of Family Violence: Child Abuse, Wife Assault and Elder Abuse. Hamilton, Ontario, 1990.

that is sexist, and a labour market that is sexually segregated.[16] They must also live and work in a society that discriminates on the basis of race: both overt discrimination, arising from individual acts of racism, and systemic discrimination, which is built into institutions at many levels. The Canadian Advisory Council states the situation faced by Canadian born visible minority women is remarkably similar to that of immigrant women.

The Canadian Advisory Council draws particular attention to immigrant women working as domestics in private Canadian homes as among the most exploited and abused of all working women in Canada today, suffering often from unbearably long hours, poor pay and sexual harassment.

Women from the immigrant community participated in the Winnipeg project and their input is reflected throughout this report:

> *"We need a foot patrol in the area of Employment Services because the (job training) courses have to be taken at night and the area is fearful. There is the same need at night around the Vaughan Street Adult Education Centre."*
> Immigrant Women's Employment Services.

- Many women new to Canada enrol in job entry courses which are only offered in the evening. These women are particularly vulnerable using city streets, alleys, and bus stops late at night (See "Transportation" section).

- Women new to Canada are afraid to report cases of abuse within and outside the home. Their reasons include fear of the police and government institutions, fear of rejection by their own community, fear of losing custody of their children, fear of ineligibility for social assistance, and even fear of deportation (See "Violence in the Home" section).

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[16] Canadian Advisory Council on the Status of Women. Background Paper: Immigrant Women in Canada - Current Issues. March 1986.

Women in Universities and Colleges

> *"When I started university I was excited and I thought I was going to a place where women and men would be equal. Obscene pictures of naked women are carved in the library carrels. Posters of voluptuous women are pinned to the lab walls. My only woman professor is a part-time lecturer, while all of the full professors in my faculty are men...A hanging statue in one of the buildings features a man and woman, the man's limbs are free but the woman's legs are tied tightly together along their length. I wonder what symbolism the artist had in mind when he made the work, and what the university had in mind displaying it."*[17]

The fear of violence on campus is increasing across Canada. It pervades all aspects of campus life for women, from unsafe underground tunnels and walkways, late-night classes, and violence in frat houses, to the sexist attitudes of male students and staff. Shortly after the 1989 Montréal massacre, members of a University of Manitoba college printed sweatshirts with the slogan *"Women--You Can't Live With Them and You Can't Shoot Them."* More and more we hear of campus cover-ups of violence against women being brushed aside as "only boys sowing their wild oats." For women, campus life continues to be one based in the inequality of sexism where violence is met with indifference and trivialization. A group of University of Manitoba students has suggested that all universities implement mandatory education on date rape and sexual harassment for all first year students, both male and female.

> *"Sometimes I feel like the University of Manitoba is ignoring 50 per cent of its population, the women. The campus police and the university administration will look you in the eye and say that there have been no reported rapes on campus in years yet I know of at least two friends who were raped out in the open and campus police were called. It's funny how those incidents never end up in their year-end report which is available to the public and media."*
>
> University of Manitoba student.

[17] Quote of a second year university student, cited in Dagg and Thompson, MisEducation - Women and Canadian Universities, The Ontario Institute for Studies in Education, 1988.

METRAC, in recognition of the seriousness of these fears, has developed a safety audit kit for campuses. As well, some Canadian universities have allocated resources to address the fear and security needs of young women.

Women in the Workplace

> *"Sexual harassment at work--I'm tired of having to protect myself."*
> Winnipeg woman.

Inequality is pervasive in the workplace. Still. The most destructive aspect of this inequality is economic, as women continue to struggle for equal recognition and pay. The consequences are also expressed in fear throughout a woman's work day. Working women in Winnipeg have told us of their fears of sexual harassment at the workplace, and their fear of reporting it. They speak of fears of working past office hours and late into the evening. Women who work late say they frequently find themselves alone in a building with stairway and office lighting turned off. Once the office door is closed, many women then have to negotiate a deserted underground parking garage or a poorly lit street on their way home (See "Violence in Culture" section).

Women in Jail

The Manitoba Women's Initiative and the Task Force on Federally Sentenced Women heard from many women across Manitoba and Canada about the violence in our jails and other correctional institutions. The tragedy here is that many of the women in jails across the country are survivors of abuse as both children and adults. Violence has become a part of their existence. Members of the *Fact Finding Group* interviewed women at the Portage Correctional Institution.

> *"The life stories of many of the women caught up in the Criminal Justice Society [CJS] reveal remarkable strength and survival skills in the face of pain, hurt and violence where the barriers to lives of economic independence, self direction, personal fulfilment and even of safety, would be insurmountable for many of us. Canadian statistics suggest a link between the social and economic status and the criminology of women...women who come into conflict with the CJS tend to be poor, young, under-educated and unskilled. A*

> *disproportionate number are Aboriginal. Many are addicted to alcohol, drugs--or both. Large numbers have been victims of sexual abuse and many are emotionally or financially dependent on abusive male partners."*[18]

Researchers for the Native Women's Association of Canada, who surveyed federally sentenced Aboriginal women in the community in January 1990, stated that:

> *"No amount of tinkering with prisons can heal the before-prison lives of the Aboriginal women who live or have lived within their walls. Prisons cannot remedy the problems of the poverty of reserves. It cannot deal with immediate or historical memories of the genocide that Europeans worked upon our people. It cannot remedy violence, alcohol abuse, sexual assault during childhood, rape and other violence Aboriginal women experience at the hands of men. Prison cannot heal the past abuse of foster homes, or the indifference and racism of Canada's justice system in its dealings with Aboriginal people. However, the treatment of Aboriginal women within prisons can begin to recognize that these things are the realities of the lives that Aboriginal women prisoners have led. By understanding this, we can begin to make changes that will promote healing instead of rage."*[19]

The *Fact Finding Group* believes that women's fear is based on an objective assessment of their reality and that the City has an obligation to reduce the actual incidents of violence as well as the fear. Fear leads women to impose restrictions on their lives. Fear forces women to react the only way they can in view of the scope and nature of the threats against them, by limiting their right to participate fully in community life.

> *"Whether a women is sexually attacked once by a stranger or repeatedly by her husband, father, co-worker or many strangers, the experience changes how she looks at men. Even those women who explain the violence to themselves as an isolated incident or the act of*

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[18] Excerpts from a letter by Betty Hopkins to the Manitoba Women's Initiative which quotes Holly Johnson, researcher with the federal Solicitor General.

[19] Cited in Creating Choices - Report of the Task Force on Federally Sentenced Women, published by the Correctional Services of Canada under the authority of the Solicitor General of Canada, April 1990.

one bad or sick man describe feeling wary of men in general...For a child whose knowledge of love and of sex comes from her sexually abusive father or uncle it is a logical conclusion. So too for the child or woman assaulted repeatedly by the men who buy her body...the women raped and beaten by their boyfriends and husbands, by women for whom every new job is a new "battlefield" of sexual harassment. Listening to all these women's stories, it's hard to say their conclusion is wrong.'[20]

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[20] Lisa S. Price, Patterns of Violence in the Lives of Girls and Women: A Reading Guide, Women's Resource Centre, Vancouver, 1989, pp. 79-80.

VIOLENCE ON THE STREET

5.1 INTRODUCTION

"All I know is that it's learned
by doing, over and over again,
like any other trick,
until you don't need to think about it.
Like now. Like the way I'm walking home...
We all have the same look somehow.
See: over there by the bank
how that stout woman lowers her eyes
when she passes that group of boys,
how her movement's mimed
by the blond, turning her head
when a car slows down beside her.
Even the high-pitched giggle of the girls
in that bunch of teenagers is a signal
I've learned to recognize. Tuned in
by my own tightened muscles, jawline or shoulders.
In fact, you might study the shoulders.
The line of the backbone, too; arms and hips,
the body carried
like something the woman's not sure what to do about.
It's not that we manage it, though.
It's that we make it look so easy.
These women wearing their fear
like a habit of speech or movement
as if this were the way
the female body's meant to be."[21]

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[21] Excerpts from "To Get To You," cited in "Mean Streets" in HERizons, November 1984, p. 19.

Winnipeg women have learned to walk our streets cautiously and they have taught their daughters to do the same. The fear of verbal, sexual and physical assault is real for all women: You see the fear when we grip our cluster of keys in our fists, protecting our pathway to the car or house. You see it every time we strategically park our cars near parkade exits and elevators. You see our fear when we cross the street to avoid a lone male in our path. You see us huddling amongst ourselves, methodically planning an evening out so that no one is left to travel alone or rely on public transportation, and you know it's there. Sometimes we pass up the evening altogether. You rarely see the fear when it affects us most--because you rarely see us alone on the streets after dark. It is then, when you don't see us, that you must begin to know how real the fear is.

Most women in Winnipeg have experienced some form of street harassment. Street harassment is "*any unwanted behaviour that makes you feel uncomfortable or threatened, that you cannot control and that causes you to alter your behaviour in some way.*" [22] It includes comments, touching, grabbing, ogling or any disrespectful behaviour that a woman has no control over. The ultimate form of harassment is physical and sexual assault. The most serious fears of which Winnipeg women speak are those of physical and sexual violence against themselves and against their children. For all women, the fear associated with this violence is compounded by its unpredictability--it can happen anywhere to any woman, the motive and victim are distinguished only by gender.

- ♀ Department of Justice statistics estimate that 40 per cent of sexual assaults are reported; other studies indicate it may be as low as 10 per cent. In the City of Winnipeg during 1988 there were 791 reports of sexual offenses. Based on the 40 per cent reported figure, we can estimate at least 1,670 sexual offenses.

- ♀ A sexual assault is committed every 17 minutes in Canada; 90 per cent of the victims are female.

- ♀ Canada's 1988 General Social Survey [GSS] revealed that one in four females has been sexually victimized at some point in her life. The study also indicated nearly two-thirds of victims of violent crime knew their assailants--41 per cent of the incidents involved an "acquaintance" and a further 22 per cent implicated a "relative." These assaults occurred before the age of 17.

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[22] Cited in "Mean Streets" by Christeen Chidley-Hill in HERizons, November 1984, p. 19.

Klinic Community Health Centre Statistics

- In 1990, 157 sexual assaults were formally recorded by Winnipeg's Klinic Community Health Centre.[23] The following is a snapshot of Klinic data.

  - Sixty per cent (60%) of the assaults took place during the spring and summer months.
  - Seventy-five per cent (75%) of the assaults took place between the hours of 12 a.m. and 8 a.m.
  - Sixty-two (62%) of the assaults took place inside a building;
    - 22% took place at the assailant's home;
    - 20% at the victim's home and
    - 15% at another residence.
  - In 59% of the assaults, the assailant was known to the victim.
  - Fifty-five per cent (55%) of the assaults involved a physical threat.
  - Fifty-three per cent (53%) of the assaults reported to Klinic Community Health Centre were reported by the hospital.
  - Seventy-six per cent (76%) of the assaults reported to Klinic Community Health Centre were reported to the police.

Analysis shows the Klinic Community Health Centre data is consistent with other sexual assault statistics. It confirms other data which indicate that the spring and summer seasons and the early hours of the morning are the times that women are at greatest risk of being sexually assaulted. It confirms that women face a greater threat of sexual assault not only out in some unknown, public place but within a known and private residence. It reveals that the threat of sexual assault is more likely to occur with someone they know as opposed to a stranger.

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[23] This "snapshot" data is derived from the formal report forms that Klinic Community Health Centre requires to be filled out for a sexual assault case when at least 50 per cent of the information required to complete the form is available. This data does not include Sexual Assault Crisis Program's telephone or in-person contacts [hospital or at Klinic] where insufficient information is available to complete the form.

"There is no difference between being raped and being pushed down a flight of cement steps, except that wounds also bleed inside. There is no difference between being raped and being run over by a truck, except that afterwards men asked if you 'enjoyed' it. There is no difference between being raped and losing a hand in a mowing machine, except that doctors don't want to get involved, the police wear a knowing smirk and, in small towns, you become a veteran whore. There is no difference between being raped and going head-first through a windshield, except that afterwards you are afraid--not of cars but of half the human race."[24]

5.2 THE BUILT ENVIRONMENT

The urban spaces we have created for the use, benefit and pleasure of all, are the very streets, sidewalks, buildings and parks that women avoid because of perceptions of violence. Winnipeg women resent the limitations they must place on themselves and their children because of the fear generated by unsafe areas of our city. They speak of fear of walking alone at night and during the day. We have built a city based on the principles of function and beauty, and we have done so at the expense of safety.

In a violent society there are some places which will never be safe or feel safe, but there are many spaces which can be made safe or safer through the City's deliberate consideration of safety concerns in the planning and design of our urban environment. Safety concerns must be addressed by all levels of government, planning and design professions and by the community. Local government has a responsibility to ensure the "reasonable safety and security" of all its citizens. One of the primary areas in which this responsibility must be addressed is in urban planning and design. Urban planning policy should incorporate both aesthetics and function of public spaces and the safety of those using it.

> *"Increase activity downtown. It's a circle of 'fear of violence' because less activity leads to less sense of security, leads to less activity."*
> Women's Employment Counselling Service.

[24] Marge Piercy, "The Missoula Rape Poem," in "Rape and Sexual Assaults on Females," in Power, Crime and Mystification by Steven Box. 1983.

The *Fact Finding Group* focused primarily on the investigation and development of recommendations directed to those policy areas under municipal jurisdiction, including: land-use planning and development; provision of public spaces; and design and development of buildings and structures.

Review of land use and design features of the urban environment focused on both public and semi-public places with a particular emphasis on the downtown areas. The *Fact Finding Group* did not focus on residential spaces in their review.

Safety audit kits, developed and produced by the Toronto group, METRAC, were used by the *Fact Finding Group* as both an educational device and an assessment tool in evaluating the physical and built environment in Winnipeg. The results of the audits assisted in developing recommendations that will reduce the potential for sexual assaults in the city. The safety audit is an essential tool for assessing the safety of our urban spaces and formulating recommendations for change.

PLANNING FOR PERSONAL SAFETY

The City of Winnipeg has not integrated the personal safety and security of all its citizens as a guiding principle in its physical planning process. The *Fact Finding Group* found that there is a low level of staff awareness about personal safety and security and, furthermore, that there are no bylaws, policies, guidelines or appropriate enforcement capabilities within the City structure. Attempts to address the issue of providing safer spaces through urban design have tended to be fragmented and limited. In reviewing municipal planning policy, the *Fact Finding Group* found that:

- The City of Winnipeg's zoning bylaws do not address personal safety and security in urban design or provide for design review with safety and security as a review criterion. The City's Downtown Zoning Bylaw addresses the aesthetics, accessibility and durability of urban design, but does not address personal safety and security.

- The current review of public works is strictly engineering based and does not include public safety as a primary review criteria. An approved policy is in place directing City staff to implement an aesthetic/design review of public works.

- The safety of pedestrian approaches and crossings on and under bridges are of particular concern to the community but have not been addressed in planning policy. This issue is particularly critical at this time as the City prepares to embark on major bridge redevelopment projects.

- Public review and consultation mechanisms do not identify personal safety and security as a legitimate concern in the formal development application review processes.

- An officer working in community-based policing in District No. 6 has developed a Crime Prevention Environmental Design Checklist, however, the Police Department's use of this tool has not been made compulsory. As well, the Police Department is not included in the review process of development applications for safety and security design compatibility.

- The Administrative Co-ordinating Group,[25] which reviews all development applications, does not include representatives from the City of Winnipeg Police Department--the very department which is responsible for the protection of persons and property.

We recommend:

13. THAT the City incorporate a personal safety and security objective into the revised *Plan Winnipeg*, making personal safety and security for women and children a guiding principle.

A suggested statement might be:

To make the city a safe place for all to live, work, play and enjoy. A safe city for all means that all people, regardless of gender, race, ethnicity, language, abilities, age or sexual orientation, have an equal right to freedom from violence and freedom from fear of violence.[26]

[25] The Administrative Co-ordinating Group is an interdepartmental committee with representatives from City departments responsible for various aspects of development applications and agreements. This committee reviews development applications, with representation from developers where that is deemed appropriate, prepares recommendations with regard to development agreements and refers its recommendations to Community Committees.

[26] Adapted from Cityplan '91: Planning For a Safe City, City of Toronto Planning and Development Department, 1990.

We further recommend:

14. THAT the City incorporate personal safety and security policies in Community and Action Area Plans (Secondary Plans).

15. THAT all Zoning Bylaws, commencing with the Downtown Zoning Bylaw, be amended to include personal safety and security.

16. THAT the City develop a personal safety and security evaluation checklist to be used during the review of development applications by City branches and departments, the Administrative Co-ordinating Group, Community Committees and Standing Committees.

17. THAT the Police Department be included as a member of the City's Administrative Co-ordinating Group.

18. THAT the Police Department develop a process for the circulation of planning/development applications to district police offices or community-based police offices for review before consideration by the Administrative Co-ordinating Group; and
THAT the Police Department designate an officer(s) with particular responsibility for reviewing planning/development applications for personal safety and security considerations.

19. THAT the Public Works Design Review Process be instituted and that personal safety and security be included as primary review criteria.

20. THAT personal safety and security guidelines for the pedestrian approaches and crossings on bridges be developed before any major bridge development/ redevelopment begins.

We further recommend:

21. THAT the Parks and Recreation Department develop a personal safety and security evaluation checklist and a park specific safety audit kit to be used by the Department and the public for evaluation of existing parks and planning, design, development and redevelopment of City-owned parks; and
THAT based on the results of safety audits, the Department develop and implement guidelines for safe public spaces and children's playgrounds and that these guidelines be used as part of the Development Review Process.

22. THAT the Parks and Recreation Department consult with area residents about the planning, design, development and redevelopment of public spaces with regard to personal safety and security.

DESIGN FEATURES

Lighting

Winnipeg women have identified the absence of lighting and inadequate lighting of public spaces such as surface parking lots, parking structures and city streets as a primary contributing factor to feeling unsafe and avoiding specific areas.

The City currently does not have standards for lighting in surface parking lots or above or underground parking structures. With the proposed amendments to The City of Winnipeg Act (under consideration in 1991), it is anticipated this situation will be changed to enable the City to develop and regulate lighting standards.[27] Current standards for street lighting have been developed with traffic safety, not the personal safety and security of pedestrians, as the primary concern. The resulting irony is that lighting levels tend to be lowest in isolated, less travelled and less safe areas. Lighting levels on private property (e.g., private roads and lanes assumed to be public property), potentially accessible to the public, must also be considered. Adequate illumination should allow one person to see another person at a reasonable distance (8 m/25 ft).

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[27] The Urban Design Resource Group recommended that a letter be forwarded to the Honourable Jim Ernst, Minister of Urban Affairs suggesting that the City of Winnipeg be given explicit powers to: (1) regulate the use of land and buildings to ensure personal safety and security; (2) revise and enforce standards with regard to the internal security of buildings; (3) revise and enforce outside lighting standards with regard to buildings and parking areas; and, (4) regulate landscaping, the building of fences and walls and the design of both indoor and outdoor parking areas. The Act to Amend the City of Winnipeg Act (Bill 35) incorporates amendments to this effect.

Poor maintenance of lighting fixtures also contributes to feelings of a less safe environment. Safety audits have identified examples of poor lighting in the park/walkway behind the Centennial Library and throughout Stephen Juba Park. Examples of good lighting include the river walkway from the Forks National Historic Site to the boat basin below the public market, and the Toronto Dominion Centre parking structure on Albert Street.

■ MAJOR WALKWAYS IN OPEN SPACE SHOULD BE LIGHTED.

Source: Mainstreet Design Guidelines, City of Regina.

We recommend:

23. THAT the City develop bylaws, policies and procedures for the use and placement of exterior lighting in:
    - surface parking lots and above or underground parking structures;
    - private and public streets and lanes;
    - pedestrian pathways in outdoor public spaces;
    - industrial areas;
    - bus stops;
    - building entries; and

    THAT the bylaw identify standards which include: uniform, minimum standards of illumination; quantity of fixtures to ensure consistency of lighting; maintenance of light fixtures; and time of operation.

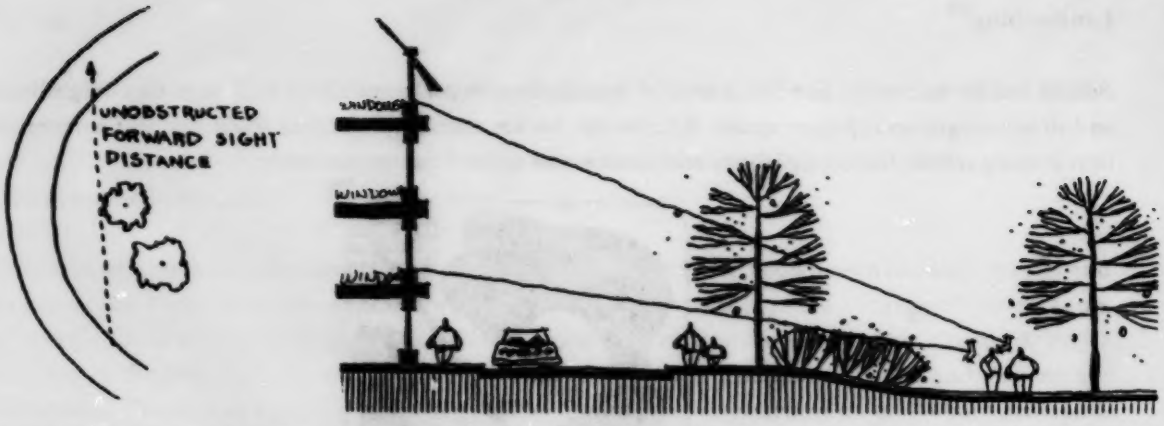
24. THAT responsibility for provision and maintenance of light fixtures be identified and named in City development agreements.

Sightlines

Poor sightlines and poor visibility increase feelings of vulnerability and decrease personal safety. Thick vegetation or bushes along public walkways, windowless stairwells, dark recessed entrances, and storage and maintenance areas are all examples of sightline barriers and possible entrapment/assault spots. Poor sightlines also reduce the possibility that assaults will be detected while in progress.

The long closed-in walkways of Stephen Juba Park, and the sharp corners in the pedestrian tunnel connecting the Centennial Concert Hall to the Civic Centre Parking structure are prime examples of visibility barriers in Winnipeg.

The concept of "eyes on the street" contributes to personal safety and security. Clear sightlines and windows to streets and other public spaces, such as playgrounds, pedestrian pathways and stairwells in parking structures enhance the effectiveness of the community eye. The parking structure at Smith and Ellice across from the former Marlborough Inn is an example of the use of windows in stairwells to provide good sightlines.



Source: Diagram A, Residential Subdivision Handbook, Province of Manitoba, Department of Municipal Affairs, Feb. 1976. Diagram B, People and City Landscapes, M. Hough and S. Barrett, Conservation Council of Ontario, August 1987.

We recommend:

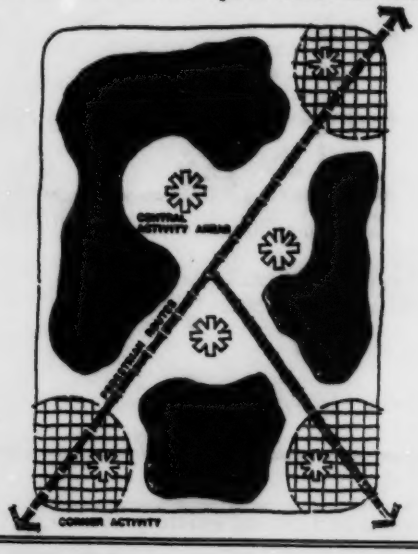
25. THAT the City review and amend existing bylaws, policies and procedures to ensure that sightlines and visibility guidelines which promote personal safety and security are addressed for the following areas:
    - within surface parking lots and between surface parking lots and adjacent areas or structures;
    - within multi-storey above and underground parking structures;
    - parks and open spaces;
    - pedestrian tunnels and pathways in both outdoor and indoor spaces;
    - bicycle routes;
    - parks and open spaces, including children's play areas;
    - bus stops; and
    - building entries,

    THAT these guidelines specify:
    - elimination of sightline impediments;
    - use of permeable barriers;
    - avoidance of sharp corners;
    - use of angled mirrors where sharp corners exist or are unavoidable;
    - use of other materials and aids which would increase visibility; and

    THAT these guidelines be designed to eliminate entrapment areas and isolated activity areas.

Landscaping[28]

Fences and berms (constructed hills used in landscaping) in parks and along walkways block sightlines and often create entrapment spots. The berms which abut Stephen Juba Park are an example of landscaping which blocks sightlines and isolates the space from surveillance.



Source: People & City Landscapes.

We recommend:

26. THAT the City review and amend existing bylaws, policies and procedures to ensure that landscaping guidelines are appropriately suited to ensure personal safety and security in public and semi-public spaces especially in the following areas:
- parks,
- open spaces,
- pedestrian pathways in outdoor public spaces,
- surface parking lots,
- bus stops,
- bicycle routes,
- streets and lanes,
- building entries; and

THAT these guidelines be designed to ensure a balance is achieved between personal safety in public and semi-public spaces and beauty and usability of the urban environment.

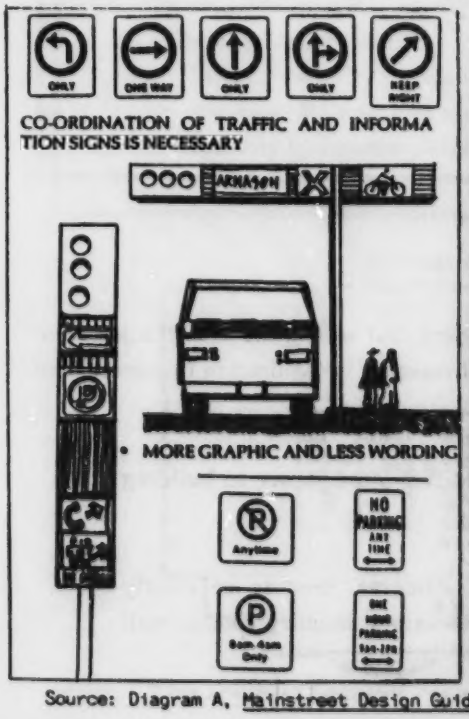
[28] The findings and concerns related to landscaping guidelines are very similar to those discussed and described in Sightlines.

Signage

Studies indicate that women are less likely to be attacked if they feel and appear confident in the urban environment. It is important to know where you are and where to go if in danger in order to be confident in an area. Poor signage not only enhances vulnerability, but also impedes escape if one is attacked or frightened.

Examples of sites where signage is inadequate or absent are the city's downtown Skywalk system and Stephen Juba Park. Possible entrapment spots exist in the Skywalk system because of varied hours of access; there are no signs indicating when sections of the system are open or closed. A major problem in Stephen Juba Park is the fenced walkway between Lombard Avenue and Provencher Boulevard. There is no indication of the length of the walkway or alternate exits. In both examples, signs indicating hours of operation and site layout would enhance the area's safety. Identifiable maps would help pedestrians orient themselves within the area.

Currently, many parks do not post hours of operation or maps of the general park layout. Visitors are unaware of the location of activity areas, washrooms, telephones, exits, safe routes, and security personnel. A principle for signage is that it should be positive and actively helpful. All signs should use the international graphic symbols to assist people who are not literate or do not speak English or French and be large and legible for people who are visually impaired.



Source: Diagram A, Mainstreet Design Guidelines. Diagram B, People & City Landscapes.

We recommend:

27. THAT the City develop bylaws, policies and procedures to ensure that signage standards include personal safety and security guidelines especially in the following places:
- pedestrian tunnels and pathways in both indoor and outdoor public and semi-public spaces,
- surface parking lots and above or underground parking structures;
- building entries,
- bicycle routes,
- parks and open spaces,
- washrooms in public spaces,
- children's play areas, and
- main pedestrian routes in campus settings; and

THAT these standards include, but not be limited to:
- the use of standard international graphic symbols,
- large legible text,
- directional indicators,
- location of telephones, washrooms and safe places,
- maps,
- access to security, and
- hours of operation.

Building Security

The *Fact Finding Group* identified building security as a concern, but within the time frame of the Project was unable to complete adequate research. Additional research is required in this area. The group has identified the following areas of concern:

- Lobbies and common areas need to be made to feel more secure to building tenants.

- Hard security measures, such as surveillance cameras, need to be clearly identifiable and operational in areas such as elevators, laundry rooms, mail rooms and areas where visibility is limited.

- The implementation of pushbars on all exit doors to provide quick exit if necessary.

- Entrances/exits for the disabled need to be incorporated into existing public areas rather than at separate, isolated locations. The City should ensure that this principle is never compromised.

We recommend:

28. THAT the City, in conjunction with the Building Owners and Managers Association [BOMA], the Access Committee of the Manitoba League for the Physically Handicapped, women's groups and others, develop building security guidelines to be used in the review of building permits for the construction, alteration and repair of buildings and that these guidelines be developed in a way which would allow for their incorporation into building codes and bylaws.

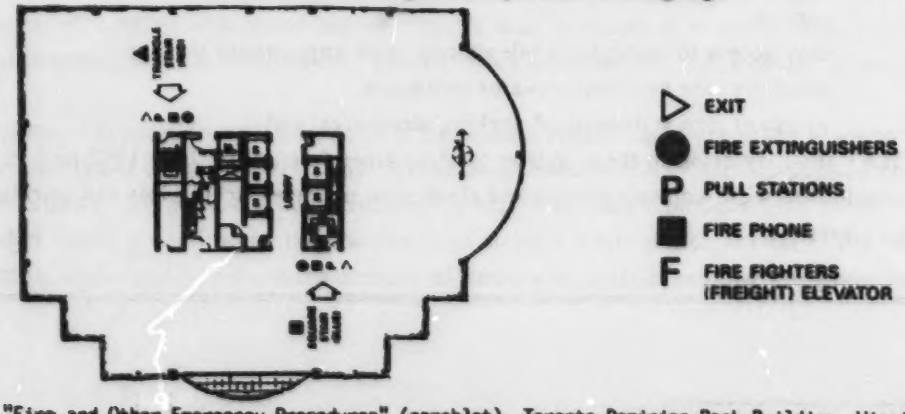
These guidelines should include, but not be limited to:

- exits,
- locks on entry and exit doors, and
- security patrols.

These guidelines should address, but not be limited to:

- internal security in residential buildings,
- security in above and underground parking structures, and
- security in commercial/industrial buildings.

Internal Building Security Plan with Signage



Source: "Fire and Other Emergency Procedures" (pamphlet), Toronto Dominion Bank Building, Winnipeg.

Parking Lots and Parking Structures[29]

The City has no lighting, building or development guidelines for surface parking lots and parking structures. The management and/or owners of these parking facilities apply their own guidelines for development, lighting and security provisions.

As noted earlier, parking lots and parking structures, especially those underground, are perceived by women to be among the most unsafe places in the city. Among the concerns noted are poor lighting, inadequate signage and lack of, or inaccessibility to, security. A large number of surface lots in the City are inadequately lit. Among examples of parking structures which incorporate good safety provisions are The Toronto Dominion Centre, North Portage Development and Lombard Avenue (Westin Hotel). We recommend:

29. THAT the City develop and adopt a bylaw(s) (or, where appropriate, amend existing bylaws) to ensure that personal safety and security standards are a prime consideration in the development and retrofitting of surface parking lots and parking structures (including lots and structures serving residential buildings). These guidelines should include, but not be limited to:
    - white or light coloured oil based paint on all walls, ceilings and columns,
    - minimum lighting standards addressing levels of illumination, uniformity of illumination and standards of maintenance of lighting fixtures,
    - required informational and directional signage,
    - clear and open sightlines and design requirements to enhance visibility in areas where open sightlines are deemed impossible (e.g., retrofitting existing parking structures),
    - security measures which could include hard security and the use of security patrols,
    - easy access to emergency telephones, with appropriate signage,
    - windows into enclosed elevator entrances,
    - windows into stairwells of parking structures; and

    THAT the City develop these bylaws (and/or amendments) by June 1992 and in consultation with women's groups and those who manage parking lots and parking structures.

[29] See also recommendations on Lighting, Sightlines and Building Security.

Housing Bylaw Enforcement

The issue of enforcing housing safety standards through existing and new bylaws regarding locks, fire alarms and security was raised. Inadequate enforcement of existing bylaws allows for substandard dwellings to exist with minimum safety measures. Safety for women and children in public housing projects is a problem because of the lack of security systems to control access. Some projects do provide buzzer systems. As well, some projects allow the locks to be changed and deadbolts to be installed, at a fee. It should be noted, however, that not all projects allow for safety modifications. Overall, security remains an issue for many public housing tenants. We recommend:

30. THAT the City ensure the enforcement and monitoring of housing bylaws which pertain to personal safety and security and that the City provide for additional professional development opportunities for building and bylaw inspectors.

LAND USE

The *Fact Finding Group* identified land-use mix as an important safety and security issue but, due to insufficient time and the complexity of the issue, were not able to make specific recommendations about land use. It is evident that this is an area which requires more study and research.

Incorporating varied land uses is important from a personal safety and security point of view in relation to both small scale projects (single buildings and city blocks) and large scale developments. A mixture of land uses, especially in the City's downtown, is preferred as a general principle for development of a safer and more secure city. It also provides a more attractive and humane environment through the development of people-oriented activity and the resulting interaction.

The principle of separation of land uses and large-scale single-use areas often leads to large areas which are inactive at certain times of day. These areas become "superblocks," isolated from the rest of the community. Large scale "megastructures" which line their frontages with blank, windowless walls deaden the street and break the continuity of street activity which is vital to the health of the street. Blank walls tend to reduce the amount of pedestrian traffic, making the street less safe and secure.

We recommend:

31. THAT the City request, from the appropriate departments, a report on the advantages of a greater mix of land uses in the promotion of personal safety and security; and THAT this report include, but not be limited to, the investigation of:
    - appropriate land-use mixes which include residential, commercial and leisure uses and which increase the number of "eyes on the street" at all times of day and night;
    - the scale of developments which will enhance personal safety and security and develop a humane environment;
    - guidelines for integration of complimentary uses and users into areas which are often isolated; and
    - guidelines to encourage a mix of activities.

IDENTIFYING UNSAFE PLACES

In Winnipeg, women do restrict their activities based on perceptions of safety. As long as there are unsafe places, identifying them provides women with the information necessary to make informed choices about where they go in the city and when. The collection, analysis and release of data about unsafe places or those places perceived to be unsafe has, in itself, been identified as helpful in addressing safety concerns. Interviews and discussions initiated through the project reveal that women need and want "unsafe places" identified.

Recognizing "unsafe places" allows for the examination of factors which contribute to making a place unsafe and for addressing those factors. Some ways in which the safety and security of most locations could be improved are: improving lighting, installing telephones or call boxes, improving sightlines, introducing appropriate signage, and improving security measures such as increased police patrols, introducing security guards, and promoting crime prevention programs such as Neighbourhood Watch.

NOTE: The recommendation regarding the compilation, maintenance and reporting of police information is contained in the sub-section on *Policing* in the "Violence in Culture" section.

SAFETY AUDITS

Safety audits are an effective tool to identify safety concerns and raise awareness of safety issues in the physical design of public, semi-public and private spaces. Safety audits help the City bureaucracy to rectify misperceptions about safe and unsafe places and to educate the public about safety concerns. The audits also enable the general public to be involved in the process of assessing the safety and lack of safety in specific sites and formulating recommendations for changes. Time did not allow for a safety audit of residential projects. We recommend:

32. THAT the City ensure a mechanism is developed and implemented which will guarantee the ongoing promotion and use of safety audits for the purpose of identifying both safe and unsafe places; and
THAT this include:
- adopting a tool for safety audits, for example the Safety Audit Kit developed by METRAC,
- developing a program for the use of safety audits in the community,
- conducting safety audits of the large public housing projects, and
- ensuring that the results of safety audits are taken into consideration by the City of Winnipeg, through the appropriate department(s), in addressing safety concerns through its planning and design functions.

Site Specific Audits

A series of safety audits were conducted of municipal properties. This overview is designed to relay findings of these audits.

a) Intersections

Portage and Main

> *"Make Portage Avenue an interesting place to be, both during the day and at night, seven days a week. It's one of Canada's most famous and most neglected streets!"*
> Winnipeg woman.

The primary concern about the underground concourse at Portage and Main is that there are no options for pedestrian traffic; pedestrians cannot walk at street level. Inherent to underground passageways is a perception of lack of personal safety and security for women. The signage in the concourse is inadequate and confusing. The stairwells to the street level are dark and isolated, making them potential entrapment and assault sites. The concrete barricades at street level obstruct sightlines from the street and impede escape. There are numerous safety and security issues for the disabled, ranging from lack of access to possible entrapment areas. The barring of pedestrian traffic at this corner decreases the number of people on the street and the "eyes on the street," thus decreasing safety and security at street level.

Toronto Dominion Centre [Bentall Properties, Inc.]

This site has been audited twice, once by the Urban Design Resource Group and, again, with a representative of Bentall Properties and a city planner. The first audit of the public spaces in the building identified a number of concerns. During the second audit it was clarified that most of the unsafe areas will be eliminated in the second phase of construction. Recommendations have since been made addressing other concerns.

The safety audit of this site was initiated because of concerns about snow fences erected in the winter which block access to the sidewalk around the front of the building, and confine pedestrian traffic to the enclosed walkway during the winter months. It was discovered, in conjunction with the safety audit, that these snow fences are erected in compliance with requirements of the Development Agreement with the City of Winnipeg. The concerns for personal safety and security, however, outweigh the concerns of Works and Operations with regard to keeping the sidewalk free of snow and ice. We recommend:

33. THAT the City permanently remove the pedestrian barriers at Portage and Main, and open the corner to pedestrian traffic, and renegotiate the development agreement between the City and Bentall Properties Inc. which requires that snow gates be erected in front of the building during winter months.

b) Parks and Walkways

Centennial Library Park/Walkway

The general impression of the Centennial Library park/walkway is that it is unsafe. The concrete barriers along the outside perimeter block all sightlines from surrounding streets and sidewalks. The design of the park includes numerous potential entrapment spots and hiding places; walkways, which one might believe to be escape routes, are instead deadends, creating entrapment spots and possible assault sites. There is no signage to indicate the layout of the area or the position of exits. The lighting levels are inadequate and, at the time of the audit, more than half of the lighting fixtures were not in working order. This site was one of the most often mentioned by women as an "unsafe place." We recommend:

34. THAT the City redesign the Centennial Library park/walkway by removing impermeable barriers, improving sightlines, eliminating entrapment spots, improving lighting and maintenance of light fixtures, and improving and adding signage.

Stephen Juba Park

The layout of Stephen Juba Park accentuates feelings of seclusion and isolation. The park has an inadequate quantity of lighting fixtures, especially on the walkway from Lombard Street to the Provencher Bridge; approximately one-third of the fixtures were not working at the time of the audit. Sightlines are blocked by the berms on the outer perimeter and the fence along the walkway rounding the James Street Pumping Station. Possible assault sites include the fenced walkway, the James Street Pumping Station landing, and the wooded areas in the park and along the embankment. An attacker would have easy access to the park but a victim would have difficulty finding help because of the isolation in the area. We recommend:

35. THAT the City redesign the berms and walkways at Stephen Juba park to facilitate sightlines to and from adjacent buildings, rebuild the fenced walkway to allow for emergency escape routes and visibility to protect walkway pedestrians; improve the level and maintenance of lighting; and provide signage which identifies the layout of the park and indicates hours of operation.

Downtown Skywalk System

Of primary concern with regard to the Skywalk system is the lack of informational signage. Generally, there is no indication of hours of operation, however, when hours of operation are posted they are inconsistent with the general layout of the system. There are also a number of places where recessed doorways could act as hiding places. As well, doorways which appear to be escape routes are locked. The system also includes sharp corners which should be outfitted with angled mirrors to improve sightlines for pedestrians. We recommend:

36. THAT the City ensure that hours of operation, maps, angled mirrors and other soft and hard security measures be incorporated into the skywalk system.

Underground Tunnel from Centennial Concert Hall to the Public Safety Building

It is obvious that the City has attempted to address safety and security concerns within this tunnel system. While cameras and intercoms at each sharp corner provide some security they do not address a woman's perception of being unsafe. The placement of angled mirrors at these points would enable a pedestrian to see what is up ahead. Large, legible signs indicating the position of the intercoms would make them more useful. As well, there are sections of the system in which structural components, such as support columns, form possible hiding places for an attacker. We recommend:

37. THAT the City install angled mirrors at sharp corners and install large, legible signs at the intercoms in the underground tunnel system from the Centennial Concert Hall to the Public Safety Building parkade.

The River Walkway from the Forks National Historic Site to the Boat Basin Below the Public Market

The river walkway in this area is inviting and well lit. Lighting could be improved under the bridges. There is traffic on the walkway at most times of the day and evening. (The safety audit of this site was done on a winter night, following a storm and there were pedestrians on the walkway.) Because of winter conditions it was difficult to judge the effect of vegetation on the safety and security of the walkway. There are few obvious hiding places on the walkway, although one which might be of concern is the ramp leading up to the historic site. Attention should also be paid to signage as there were no signs to indicate the route or possible escape routes at this site when the audit was initially carried out.

c) **Parking Structures**

Centennial Concert Hall Parking Structure

The general impression of this structure is that it is safe. The lighting levels are high enough to see the interior of a parked car. Sightline obstructions are minimal and the structure is small enough that the parking attendant can view the entire lot. Also, there are periodic patrols by security.

Civic Centre Parking Structure

During daylight hours the lighting level is adequate. In the evening, however, the level of artificial lighting is inadequate, making it difficult to recognize faces or to see the interiors of parked cars. The alcoves at the stairwell entrance to each level of the structure are potential entrapment spots and hiding places for attackers.

Park-Rite Parking Lot at the Foot of Market Street

This lot, like most parking lots in the city, is inadequately lit. There are also a number of other safety and security concerns with this lot. The berms along Stephen Juba Park act to limit sightlines from the park to the lot and vice versa. There is a freestanding, fenced structure at the east end of the lot which creates a potential assault and entrapment site.

The Forks Parking Lot
[Between the Forks Market and open area leading to the National Historic Site]

The general impression of this lot is that it is safe and open, with good visibility. There are no obvious entrapment spots and the lighting level affords good visibility. There is some inconsistency of lighting at the edge of the lot, near the bus shelters.

Centennial Library Parkade

The general impression of this structure is that it is unsafe; the atmosphere is dark and foreboding. The elevators are in enclosed spaces with obstructed entrances. The signage is inadequate and inconsistent. There is no access to telephones or other devices to call for help.

d) **Architectural Designs**

Crossways Centre Design [Redevelopment of the Young United site at the Southwest Corner of Broadway and Furby]

The architectural design drawings and model of this development were reviewed by the Safety Audit Committee. Recommendations include: design changes to the exterior of the building, fencing, and layout of offices; security measures; and management policies for personal safety and security. A security review for appropriate hard security has been recommended. All recommendations have been accepted by the Building and Design Committee.

Hope Centre Health Care Inc. Design [New location at 431 Thames Avenue]

The architectural design drawings and model of this development were reviewed by the Safety Audit Committee. Recommendations have been made with regard to exterior design and landscaping, internal personal safety and security measures and internal doorways.

Several safety audits have been scheduled but remain incomplete as of June 15, 1991:

Vimy Ridge Park: In co-operation with individuals from the neighbourhood, Klinic Community Health Centre staff and Parks and Recreation representatives.

North Portage Development Parkade: In co-operation with representatives from the North Portage Development Corporation.

Groups/individuals introduced to and/or trained to use safety audit kits include:

- Riverborne Community Development Safety Project
- Co-operative Housing Managers Association
- West Broadway Community Services, Inc.
- St. Matthews - Maryland Community Ministry
- St. Matthews - Maryland Community Resource Centre Staff
- Winnipeg North Centre Community Safety Meeting
- Councillor Terry Duguid
- Councillor Ernie Gilroy

IMPLEMENTATION OF RECOMMENDATIONS

To implement and monitor the "Built Environment" recommendations [#13 to #37] contained in this section of the report, we recommend that a special committee be organized. This committee could be the Administrative Co-ordinating Group, discussed earlier in this section, with the addition of the Police Department. We recommend:

38. THAT the City appoint/designate an internal committee (for example, the Administrative Co-ordinating Group) with representation from the Police and various other City departments; and
THAT this committee ensure the implementation of Recommendations #13 to #37.

ISSUES FOR FURTHER INVESTIGATION

The work of the *Fact Finding Group* was not exhaustive in all the areas covered. Two of these areas need special mention, with the intent of highlighting them for future consideration.

ISSUES REQUIRING FURTHER INVESTIGATION

- Children's Play Areas - The City of Winnipeg Parks and Recreation Department has done extensive research into playgrounds and programming in playgrounds. They have developed their own set of guidelines with regard to safe play structures. However, there is a concern about play areas which come under the jurisdiction of school divisions and those related to private housing developments.

- Persons with Disabilities - During the project, discussions were held with disabled consumer groups which highlighted concerns and revealed the fact that many of the personal safety and security concerns of disabled women are the concerns of all women. Implementation of many of the recommendations will move our community to improve the personal safety and security of women with disabilities.

5.3 TRANSPORTATION

The goal of this report is to improve the personal safety and security of women and children and since the public transportation system, including both transit and taxicab service, is part of the overall fabric of our city, it has a key role to play in ensuring the safety of women and children using this system. The measures proposed in this section will assist in reducing perceptions of risk as well as opportunities for violence.

WINNIPEG TRANSIT SYSTEM

Winnipeg women express anxiety about personal safety, both actual and perceived, while waiting for or travelling on public transit. This fear has led some women to choose not to use the transit system especially at night, therefore restricting their mobility. Sixty per cent of all Winnipeg transit users are women. Considering this high rate, more than half of Winnipeg's transit users potentially fear using the system of transportation they most depend on.

> *"Although bus drivers will sometimes help, if there's a problem the only other so-called "safety feature" is the speaker phone that allows the main office to listen to what's going on. That's not enough. That's only going to help after the fact when it's too late. Until bus safety for women and children is improved, I'll never ride the bus again! Transit ad dollars are wasted on me."*
> Winnipeg woman.

TRANSIT FACTS

- There are an estimated 5,000 bus stops within Winnipeg, most are located within 50 feet of a street corner.
- There are an estimated 557 bus shelters in the City of Winnipeg, 200 of which are owned by MediaCom Inc.. The shelters owned by MediaCom will revert back to City ownership in 1997.
- The City contracts with three companies regarding advertising: Trans Ad (buses), MediaCom (bus shelters) and Courtesy Advertising (bus benches). These companies have to adhere to the Advertising Council Code of Ethics/Standards. Transit reserves the right to remove advertising found to be offensive or irritating.
- Two-way radios have existed on buses since 1983. They are connected to Control Centre which has direct linkages to police, fire and transit inspectors.

DESIGN FEATURES

Lighting

Women's most widespread concern with using public transportation is poor lighting at bus stops or in bus shelters. Passengers are generally either forced to stand and wait outside or are confined to the small, dark and isolated spaces of bus shelters. The level of lighting at stops and shelters is inconsistent throughout the city. Many shelters are unlit. The Winnipeg Transit System must ensure

the upgrading, uniformity and maintenance of the lighting at all transit stops and shelters. We recommend:

39. THAT Winnipeg Transit begin a program to ensure that all bus stops, including those owned by MediaCom Inc., are well lit. To implement this objective,it is recommended that Winnipeg Transit work with the appropriate City departments to:
   - ensure that bus stops are placed within 10 metres of a street light and that all bus stops be retrofitted to this standard within the next five [5] years;
   - develop clear criteria which incorporate standards for determining and maintaining adequate lighting at all bus stops and bus shelters.

Telephones

Women using public transportation told the *Fact Finding Group* that more telephones must be made available at bus stops and bus shelters. Having access to these telephones will allow for emergency calls or the arrangement of alternative transportation thus reducing anxiety and isolation while waiting for buses. The Telebus information system should also incorporate a "no charge" policy for transit schedule information at public telephones. We recommend:

40. THAT Winnipeg Transit, in co-operation with the Manitoba Telephone System, begin a phased program to:
   - ensure that telephones are installed at bus shelter locations at all major transfer sites within the next two [2] years; and
   - that a plan be developed for installing telephones at all bus stops within the next five [5] years.

41. THAT Winnipeg Transit institute a "no charge" policy for the use of the telebus information line from bus shelter telephones.

Request Stops

Women told us of their concern around disembarking buses after dark. Allowing women to choose the location at which they disembark at night could enhance personal safety.

> *"I think the service Toronto has implemented on their transit system would be an excellent idea for Winnipeg. It would definitely reduce the stress of wondering whether or not someone has been watching you and the route you take home."*
> Winnipeg woman.

This type of service, known as the Request Stop Program, was implemented in 1990 as a pilot project in Scarborough, Ontario. The program, which operates between the hours of 9:30 p.m. and 6:00 a.m., allows a woman to alight from a bus at a location where she feels safe. If the driver determines that the requested location is unsafe, the passenger does not get off the bus. The results of this project have been very positive with no impact on service or scheduling. Since April 17, 1990, the Request Stop Program (RSP) has been extended to the entire Metro Service Area.

Finally, the announcement of bus stops by street name is helpful for many passengers, especially those persons with limited vision. We recommend:

42. THAT Winnipeg Transit initiate the practice of disembarking passengers, upon request, between bus stops anywhere along the assigned route, particularly when it is dark.

43. THAT Winnipeg Transit institute a policy of announcing bus stops by street name.

Bus Stops/Shelters

> *"We need more bus shelters with two doors so I don't feel trapped or get trapped inside, which has happened."*
> Winnipeg woman.

Bus shelters, by design, tend to be small, enclosed spaces with only one entrance, thus increasing perceptions of vulnerability. As such, many women avoid using these shelters. Women's fear is heightened when the shelters are in disrepair or bus stops are hidden from the street by obstructions such as newspaper vending machines, landscape features or excess foliage. Bus shelters with obstructed views, when coupled with poor lighting, create prime assault locations. Bus stops/shelters must be monitored regularly for personal safety hazards, lighting, maintenance, landscaping, and the impact of construction sites. We recommend:

44. THAT Winnipeg Transit amend existing maintenance policies and procedures to ensure that personal safety and security issues are addressed regarding:
    - bus shelters in disrepair,
    - foliage blocking sightlines,
    - poor lighting, and
    - newspaper vending machines obstructing views.

A major factor in the planning and location of transit stops must be personal safety and security, therefore guidelines for the placement of bus stops must incorporate standards relating to lighting, streetscaping design, location of the nearest telephone, and adjacent land uses. Winnipeg Transit must revise its ***Shelter Location Evaluation Form*** to incorporate personal safety and security concerns such as escape routes, visibility and location.

SAFETY AUDITS

Women using public transit speak of their fear of violence and their actual experiences with violence while waiting for or travelling on buses in the day or evening. The abuse ranges from verbal harassment to sexual assault. The fear is compounded by unsafe physical features which aggravate

feelings of isolation and vulnerability at bus stops and shelters throughout the city. Based on discussions with transit officials, it appears that women's perceptions of safety are not given recognition in the development of Winnipeg Transit policy.

The *Fact Finding Group* conducted an evening safety audit of 26 bus stops/shelters throughout Winnipeg. A number of these shelters had been identified as being unsafe by women for a number of reasons--the most common reasons being poor lighting, isolation, location in an area of the city that was considered unsafe (e.g., bus shelter on the west side of Donald Street between Ellice and Portage).

Safety audit criteria included the following: lighting, telephone at site, type of shelter (one or two doors), escape routes, possible assault sites, and general impressions (e.g., isolation, "eyes on the street," cars, sightlines). We recommend:

45. THAT Winnipeg Transit undertake a safety audit, after dark, of the entire transit system which includes, but is not limited to, the five [5] points (lighting, telephone at site, type of shelter [one or two doors], escape routes, and possible assault sites) and THAT audit participants include female transit users.

PLANNING AND PUBLIC PARTICIPATION

"Why not a free or cheap DASH bus for the many women/men who work at night? We need a few females as top administrators at city hall to bring that perspective. I would also challenge all City Councillors to rely solely on public transit for one week, day and night, using all routes (try taking the #18, 16, 15, 11) and see what they learn."

Winnipeg woman.

Women's personal safety and security on public transit must be a key component of all transportation planning and policies. Therefore, women must be included in the development of guidelines and

policy. Guidelines must include, but not be limited to, such areas as placement of bus stops, bus shelter design, signage, maintenance, lighting, sightlines, surrounding land uses, isolation, movement predictors, staff training, and staff recruitment. We recommend:

46. THAT Winnipeg Transit develop and implement a personal safety and security policy. This policy should be incorporated in the planning and operation of the transit system (e.g., planning of the proposed Graham Transit Mall) and must address safety and security concerns of women and children.

47. THAT Winnipeg Transit establish a flexible and meaningful way to involve women in the community in the design of new bus stops, bus shelters and transit routes.

EXAMPLES OF 'UNSAFE' SHELTERS

Shelter - Opposite
Centennial Library
on Graham Avenue

- obstructed view
- hiding place

Shelter - Corner of
Graham Avenue
and
Donald Street

- obstructed view
- hiding places

EXAMPLES OF 'SAFE' SHELTERS

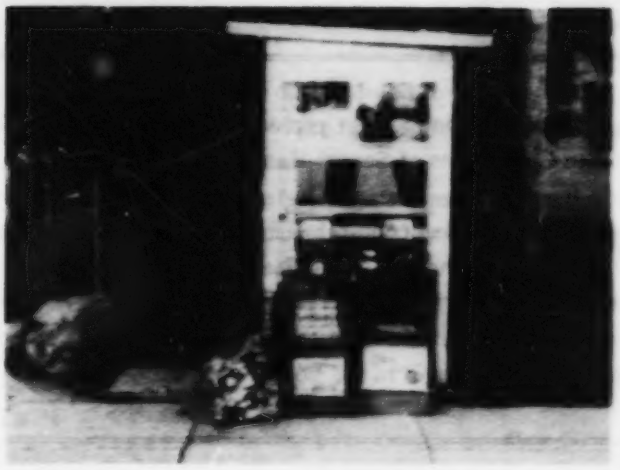
Shelter - East Side
St. Mary's Road
between
Bishop Grandin and
Meadowlark

- good sightlines
- escape routes
- unobstructed view
- good lighting

Shelter - North Side
William Street
across from
General Hospital

EXAMPLES OF 'UNSAFE' SHELTERS

Shelter - West Side
St. Mary's Road
between
Bishop Grandin
and
Meadowlark



- obstructed view
on three sides
- dark
- isolated
- poor sightlines
- possible assault sites

Shelter - South Side
William Street
in front of
General Hospital

- obstructed view
- poorly lit
- isolated
- possible assault sites

Transit Response Protocol

The transit system must incorporate an official victim response follow-up mechanism to deal with assaults. There is currently no policy or practice in place to deal with assaults on women travelling on or waiting for buses. We recommend:

48. THAT Winnipeg Transit develop a clear protocol for its customer service branch on "How to Respond to Complaints of Sexual Harassment or Assault."

49. THAT Winnipeg Transit develop comprehensive and appropriate education for its staff, particularly drivers, on how to recognize, respond to and report incidents of sexual assault and harassment; and
THAT this training emphasize quick and sensitive responses to such complaints including communication linkages to the police.

PUBLIC AWARENESS AND EDUCATION

Although Winnipeg Transit has implemented safety features, many transit users are unaware of them. Public awareness must become a priority within the transit system. We recommend:

50. THAT Winnipeg Transit initiate a public awareness campaign to promote the safety features that currently exist within the transit system (e.g., two-way radios, emergency procedures) and that any written material for this campaign be multilingual.

TAXICABS

Women are concerned about the potential for violence in taxicab service, but use it as a last resort when bus service has stopped or does not operate in certain areas, or when the only other option is by foot. Women feel isolated and vulnerable in the enclosed space of a taxicab with an unknown male driver. The fear has caused many women to avoid going out in the evening, or to venture out only when accompanied.

Women say that having access to information about the driver reduces feelings of vulnerability. Although there are regulations regarding the display of driver information, there must be strict enforcement as to the visibility and accessibility of driver identification (e.g., name and photo) if this process is to reduce the fear of vulnerability or violence. We recommend:

51. THAT the City urge the Province of Manitoba to ensure:
    - all taxicabs display driver identification (e.g., name and photo) in a location clearly visible to passengers,
    - all taxicabs comply with safety regulations, with particular regard for those features affecting personal safety (e.g., interior lights, door handles).

5.4 PROSTITUTION

Violence on the street is endemic among women and children working in prostitution. Prostitution is about survival. Many women and children have ended up on the streets after leaving dysfunctional and/or abusive domestic situations and have fallen through the gaps in the "social safety net." For them, options for financial security are limited and many turn to prostitution. The result is that they are repeatedly victims of sexual assault and exploitation. They frequently find themselves in a cycle which substitutes violence in the home with that found on the streets.

Prostitutes, on a day-to-day basis, face violence from "bad dates," boyfriends, even from the police. The majority of violence against prostitutes is not reported to the police. In fact, most prostitutes believe they do not have the right to report. As well, many do not have the confidence and self-esteem that it takes to follow through with the process of reporting and believe they will not be accepted as legitimate victims of violence.

There are a number of prevailing cultural beliefs transmitted by our institutions which affect society's understanding of prostitution and the women and youth engaged in it. These beliefs, however, are grounded in myth. One of the most powerful myths is that prostitution is a moral issue and that individuals engaged in prostitution have chosen this profession. Economic survival is not a choice.

Another myth is that prostitution is illegal and prostitutes are criminals, or, as stated by one person during the course of this project, prostitution is a "fringe type illegal activity." This is not true. Prostitution is legal.

Women, youth and children[30] working in prostitution are a particularly vulnerable and at-risk group who have a right to protection. Some of their stories are cited in Making Street Connections and in Badgley, Fraser and other reports. A survey sponsored by the YWCA and the Elizabeth Fry Society in 1985 focuses on the experiences of Winnipeg prostitutes. When asked about their concerns on the street, one speaks of "*the attitude that society has towards hookers, how your life is considered worthless by most of society and the police.*" Another woman describes her hopes for the future as those "*most people have by the time they reach 30--a home, security, love and respect from family and friends.*" This survey reports that more than 90 per cent of these women, youth and children hope to get out of the business. As a community, we must insist that systems and services be in place to assist them.

JUVENILE PROSTITUTION

Child and juvenile prostitution are forms of child abuse and neglect and reflect society's failure to provide adequate care and protection for children. Societal attitudes also interfere with attempts to assist these young people in surviving and gaining some sense of control over their lives. They have been referred to as the most visible and yet the most invisible victims of violence in our society. Constructive responses remain limited; the bottomline is children and youth are still involved in prostitution and remain unsafe.

Badgley[31] reports on "*the ingrained pattern of exploitation, disease and violence in the daily lives of juvenile prostitutes...the cast-offs of Canadian society*" and recommends that "*Provincial Child Protection Services develop special programs*" and "*multi-disciplinary demonstration projects (child protection, police education, medical, and youth job training services) for five years (renewable) designed to reach and serve the needs of these youth, focusing upon affordable immediate protection, counselling, education and job training*" with support from the federal government. Badgley also stresses the importance of a program of public education directed not only at children but also at families, professionals, the media and community. There is also a need to implement health promotion which focuses on the far-reaching risks of youth prostitution which threaten physical, emotional and social health.

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[30] The *Fact Finding Group* regards minors working in prostitution as an unacceptable situation and a form of child abuse. We do not condone this situation but recognize its existence and the urgent need to protect these children.

[31] Ibid, Badgley, 1984.

Mathews[32] states "*the simple fact of the matter is that adolescent prostitution is a microcosm of many of the values, attitudes, and beliefs, which are predominant in Canadian society at large.*" Pellatt[33] expresses the view that:

> *"Issues of sexuality and power are at the very heart of the phenomenon and cannot be overemphasized. The fact is that no one would be out on the streets selling their services if the demand did not exist for these services, if sex and sexuality were not viewed in our society as commodities to be bought and sold not only on the street but also in the market place. The sexuality of children is especially glorified, promoted and exploited in our society, and the sexual services of children are at a premium on the streets. In order to solve the puzzle of juvenile prostitution, we should be asking why men actively seek out and purchase children as sexual partners, rather than continuing to focus on the behaviour of the children involve."*

In September 1987[34], juvenile prostitutes spoke out at the National Youth in Care Network consultation in Toronto:

- *"We don't want you to feel sorry for us, we just want you to understand where we're coming from."*
- *"Something has got to be done, there are a lot of young prostitutes getting killed out there."*
- *"We need more safe houses for when kids want to get off the street. I have a sister out there ... thirteen years old. If there was some place safe for her to go, I don't think it would be as hard or as scary for her to get off."*
- *"Don't be afraid to talk about the issue ... with friends, family, or put it on the agenda at the next board meeting and make it a problem shared by everybody. Not talking about the issue is not going to make it go away."*
- *"We don't need a new stadium, people need to get their priorities straight."*

A follow-up consultation in 1990 addressed the seriousness of the problem and re-emphasized three main points from the earlier consultation:

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32 Frederick Mathews, Familiar Stranger - A Study of Adolescent Prostitution, Central Toronto Youth Services, Autumn 1987, p. 16.

33 Anna Pellatt, Juvenile Prostitution: A Consideration of the Child Welfare Response, Prepared for the Alberta Legislative Planning Branch, 1988, p. 8.

34 National Youth in Care Network. Proceedings of National Consultation on Adolescent Prostitution, September 1987.

1. Avoidance of the issue of adolescent prostitution means society is condoning the sexual abuse of children.
2. Young people involved in prostitution are in need of protection.
3. Juvenile prostitution is a social problem that all Canadians must own.

Juvenile prostitution is exacerbated by the powerlessness, sexual abuse, family violence, homelessness, and poverty faced by young people on the street.

RECOMMENDATIONS

The following recommendations focus on street prostitution and the immediate need to protect women and youth from violence. It is not the intent to ignore the complex issues which are faced by women and youth engaged in prostitution but to highlight actions which fall within the mandate of this Project and within the responsibilities of the City of Winnipeg. The ultimate need is for society to provide appropriate resources and support to allow women and youth to make healthier life choices.

The *Fact Finding Group* based its discussions and resulting recommendations on three primary premises:

1. That all women, youth and children have an unconditional right to safety;
2. That as long as women, youth and children are working as prostitutes they have a right to be safe from violence; and
3. That the ultimate goal is to provide alternatives to this lifestyle.

REPORTING VIOLENCE

Prostitutes, and agencies and groups providing services to prostitutes, such as Winnipeg's *Prostitutes and Other Women for Equal Right* [P.O.W.E.R.] report that when complaints of violence against women and juveniles engaged in prostitution have been made to the police, they have not been taken seriously. They report that the attitude of police has been to disregard the complaint or to suggest that a formal complaint not be filed "*until it happens again.*" Women and juveniles perceive a prevailing attitude that "*violence is a part of the job, so why complain?*" This attitude was prevalent in police response to the 1991 murder of a 22-year-old Winnipeg woman when a representative of the Winnipeg Police Department commented "*It looks like she might have turned one trick too*

many."[35] Blaming the victim has become an entrenched response to violence against prostitutes. We recommend:

52. THAT the City of Winnipeg, through the departments of Health, Social Services and Police, and in co-operation with groups and agencies providing service to women and juveniles engaged in prostitution, develop, produce and distribute a "safety pamphlet," designed and written for women and juveniles engaged in prostitution; and
THAT this pamphlet include, but not be limited to, information pertaining to:
- personal safety and security while working,
- the right not to have to accept violence,
- the right to report acts of violence to the police and to have these complaints appropriately dealt with,
- police procedures for accepting and processing complaints, and
- available resources and services for prostitutes.

URBAN DESIGN

The *Fact Finding Group* conducted safety audits of two primary areas of Winnipeg where women and juveniles engage in prostitution: Main Street and Higgins Avenue (and surrounding streets) and the Albert Street-Old Market Square area (between Notré Dame Avenue and Bannatyne Avenue). The audit took place the evening of April 10, 1991. The audit evaluated lighting, sightlines, possible assault sites, isolation, escape routes, nearby land uses, movement predictors and signs in these two areas. These audits revealed two significant differences in the areas which contribute to perceptions of vulnerability and potential violence for women and children working in these areas:

1. Lighting - Lighting in the Main Street area[36] is inadequate and, in some cases, non-existent. As a result of the redevelopment of the Albert Street-Old Market Square area, the lighting levels are considerably better (See "Built Environment" section).

2. Levels of activity after dark (eyes on the street) - Levels of activity in the Main Street area decrease after dark. Most activity focuses on prostitution and bars. In the Albert

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[35] Winnipeg Sun, March 19, 1991, p. 3.

[36] For the purpose of this section, the Main Street area refers to the Main Street section from the Civic Centre to Selkirk Avenue and surrounding streets.

Street-Old Market Square area, however, there are various community, cultural and entertainment activities in the evening.

> *"People in Winnipeg are increasingly looking to the suburbs for their entertainment, leaving the inner city deserted....We need to get people downtown at night. If more people were circulating around the downtown core perhaps safety would not be a concern."*
> Winnipeg woman.

We recommend:

53. THAT the City of Winnipeg, through Winnipeg Hydro, increase the level of illumination and quantity of lighting fixtures in the area of Main Street and Higgins Avenue and surrounding streets.

54. THAT the City, in co-operation with the community, ensure the revitalization of the Main Street area to increase activity; and
THAT the personal safety and security of women and juveniles who engage in prostitution be a priority in any revitalization plan.

SUPPORT AND SOCIAL SERVICES

The systemic and societal problems which force women and youth into prostitution and act as barriers to leaving the streets must be addressed. There is a large body of literature which outlines these problems and suggests solutions.[37] Responsibility lies with *all* levels of government.

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[37] For example, The Fraser Commission Report, 1985, The Badgley Report on Sexual Offenses Against Children, 1984 and Making Street Connections Project Report: Profile on Winnipeg Prostitutes, 1985.

We recommend:

55. THAT the City develop and implement strategies to provide programs and services for women and juveniles engaged in prostitution and urge other levels of government toward necessary changes.

COMMUNITY PARTNERSHIPS WITH POLICE

Closer communication between the Police Department and agencies involved with women working in prostitution is essential to the development of new partnerships. We recommend:

56. THAT the City, through the Police Department, ensure implementation, continuation and formalization of ongoing liaison and communication with groups and agencies providing support and services to prostitutes.

VIOLENCE IN THE HOME

6.1 INTRODUCTION

> "The family is a dangerous place. More than anywhere else in society, the family is the site of murder, child abuse and assault. The more isolated the family is geographically, culturally and economically, the more potentially dangerous it is. The more we learn about the physical, sexual and psychological abuse that occurs within families, the more intractable the problem seems. For families are also the place of love and dependency, sources of meaning in life, providers of social and physical support."[38]

We approach the issue of violence against women as something that happens outside of our homes, something that happens on the streets; violence perpetrated by *others*. People generally view their own homes as a sanctuary from violence, a protective refuge. Yet reported statistics reveal that violence is not bound by our streets, rather women are at greatest threat in their homes, among people they know. Domestic violence/wife abuse[39] is perhaps the most insidious form of violence against women--insidious because of the pervasiveness of the violence, the effects of the violence on society and the secrecy behind it.

The extent of violence within the home is difficult for most people to understand. The family[40] is the very place where people are supposed to feel safe, secure and loved. Yet, people who work in the area of wife abuse and social services are cognizant of the paradox. It is perhaps the very nature of relationships which reinforces this destructive violence. Many times, interdependency leads to and encourages the secrets, the long-term verbal, physical, and sexual abuse of women and children, the shame and guilt of the victims, the emotional and psychological scars, and amnesia from the pain and suffering for adult survivors.

The concept that violence in the home is a private matter still pervades our way of thinking. Only recently has the issue of wife abuse, child sexual abuse and elder abuse become a focal point of public policy. Public involvement in matters once thought to be a "family affair" still generates heated

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[38] Cited in the Church Council on Justice and Corrections kit, "Family Violence in our Patriarchal Culture."

[39] The Fact Finding Group defines *"wife abuse"* as the abuse of women by their partners in any relationship including dating, cohabitation, marriage, separation or divorce.

[40] Family is only used in the broadest sense where persons live together in intimate relationships (e.g., nuclear family, childless couples).

debate. Most people do not acknowledge the extent of violence in the home or else minimize it. Why? It may be that we are threatened by the very nature and scope of the problem. Most of us live in families, so the prevalence of the issue and the effects of violence are close to us. If one begins to look at the statistics, then one begins to look at their own neighbourhood, their own friends and family for evidence of violence. The fact that violence is close to us frightens us.

> *Violence is learned as a source of power and control in the first social group, the family.*[41]

What is happening in Canadian families?

- A conservative estimate reveals that one million women are battered each year. One in eight Canadian women is a victim of wife abuse.
- In both Canada and the United States women are more likely to be assaulted and injured, more likely to be raped, and more likely to be killed by a male partner than by any other type of assailant[42].
- One-in-five murders in Canada is the result of "domestic" violence; 85 per cent of these murders are perpetrated by men against women.
- Family violence crosses all cultural, economic, social, religious and educational lines.
- Many women receive their first violent attack during pregnancy, or just after giving birth.
- Psychological and emotional violence and control can be as damaging as physical assault and often lead to depression and views of suicide as the only solution.
- In 1990, the City of Winnipeg reported 9,685 domestic calls, eight domestic murders, 11 attempted domestic murders--742 individuals were charged with assault; 94.3 per cent male, 6.6 per cent female.

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41 Mary Labatt, "Violence Against Women--An Epidemic and a National Disgrace" in The Federation of Women Teachers' Association of Ontario Newsletter, December/January 1991.

42 Angela Brown and Donald G. Dutton. "Escape from Violence: Risks and Alternatives for Abused Women - What Do We Currently Know?". 1990, p. 70.

- In 1989/90, the Department of Family Services reported that Winnipeg shelters provided a total of 11,616 "bed nights," serving 971 women and 1,217 children.

- In 1990/91, to the end of the third quarter, Winnipeg provided more than 13,826 bed nights, representing 52 per cent of the province's total.

- A physician's study reports that approximately 20 per cent of all emergency room cases involve domestic violence, and most go unrecognized as such.[43]

> *"Women are regularly beaten in the home. As a nurse I see it everyday. The women are aware of the resources but they fear the unknown, they fear the future, thus they don't leave."*
> Public Health Nurse, Osborne Street area.

Myths of Wife Abuse[44]

Many myths contribute to the silence which has surrounded domestic/wife abuse. Most of us operate from assumptions based in myths when we talk of abuse, fear and violence. Myths are generated from our beliefs and our values which are based in traditionally held notions about families and relationships. The danger is that they restrict the way we view the world and narrow our understanding and acceptance of people. Myths surrounding wife abuse usually focus on removing responsibility from the abuser, blaming the victim or assigning joint responsibility on the couple (See Appendix C: "Myths").

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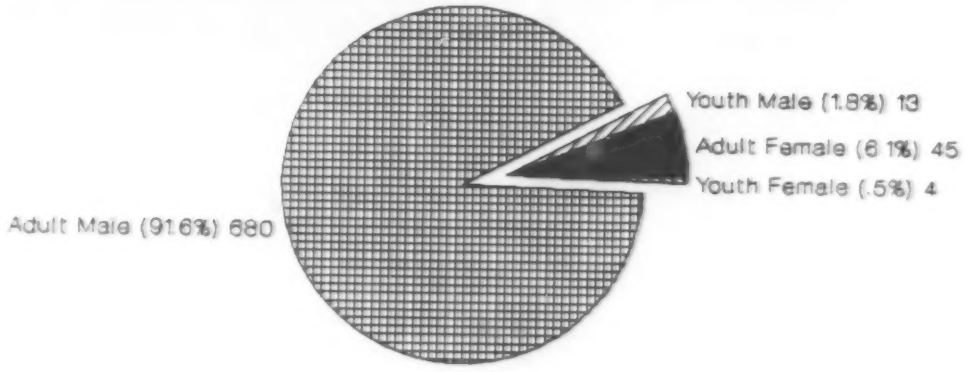
[43] David Moen, M.D., "Who'll Stop The Pain?", Minneapolis/St. Paul, April 1991, p. 44.

[44] Adapted from The Community Child Abuse Council of Hamilton-Wentworth. A Handbook for the Prevention of Family Violence. Child Abuse, Wife Assault and Elder Abuse. Hamilton, Ontario: Seldon Printing Ltd., 1990. pp. 3.7 - 3.11.

CHART 1

Breakdown of Individuals Charged with Domestic Assault by Gender for Winnipeg



Source: Social Planning Council of Wpg., Special Tabulations of Winnipeg Police Research Data, 1990/91.

> *"There are better ways to protect women in abusive relationships than waiting until 'the damage is done'. There appears to be little protection for women attempting to leave abusive situations...."*
>
> Winnipeg woman.

6.2 WHAT CAN THE CITY DO?

The issues raised in this section highlight concerns from survivors of abuse and people working in the area of child welfare, wife abuse, and elder abuse. The concerns come from direct experiences and knowledge of the system as viewed by these respondents. It must be noted that although the criticisms/concerns have been previously raised in other reports and task forces, they must continue to be raised until there is adequate and appropriate action.

Professional Development

At the municipal level, it is the Police Department that is most frequently the frontline in responding to domestic violence/wife abuse. This department must recognize and be accountable for their influence. The Winnipeg Police Department has made some progress in professional development, but concerns and issues raised during this project reflect the need for more training in the area of domestic/wife abuse.

Currently, recruits are offered training which deals with "domestic violence." The Police Department has produced a 12-minute video on the issue of domestic violence which speaks to the issues of court orders, the cycle of violence and information on a local shelter.

Professional development, with emphasis on crisis intervention training, should be ongoing and be provided for all officers, not only the recruits. It has been suggested that the completion of such training be a prerequisite for promotion. It is essential that senior ranks receive training and development as well. Many times, it is the seasoned veteran officers who are disillusioned and frustrated with the contradictions of the cycle of violence--its seeming futility and repetitiveness. It is these very officers who, in many cases, are paired with recruits. Although the recruits may be trained in the myths of wife abuse, the cycle of violence and other issues, they are very quickly influenced by their "seasoned" partners. We recommend:

57. THAT the Police Department continue the development of training videos for all officers, including recruits and senior officers, and, within one [1] year, develop an ongoing in-service education package in the area of domestic violence/wife abuse; and THAT this package be developed in consultation with, and incorporate resources from, persons working with survivors of wife abuse; and
THAT a specific video be produced on "How to Interview the Victim and Intervene in a Domestic Situation"; and
THAT all officers be rotated through the training within a reasonable period of time; and THAT the minimum number of topics to be covered include; the myths of wife abuse, the cycle of violence, a review of the purpose of the justice minister's directive and the use of court orders, sensitivity to multi-cultural groups, interviewing techniques, profile of a batterer, effects on children, and value clarification.

Police Guidelines and Protocol

There are no detailed protocol or guidelines developed for the Winnipeg Police with regard to domestic violence situations. At present, the only information available is a two-page section entitled *"Domestic Trouble"* contained in the procedural manual.

Protocol and guidelines are important because they clearly outline acceptable and non-acceptable behaviour for police officers. The process of handling domestic calls (charges, arrest, restraining orders, releases and follow up) should be detailed in these guidelines. As well, these guidelines should include information concerning various cultural groups and their resources. We recommend:

58. THAT the Police Department, in consultation with persons working in the area of domestic violence/wife abuse, establish a protocol covering all aspects of police response to domestic violence/wife abuse: calls, reports/no reports, call sheet documentation, interviewing victims and alleged offenders, charging, escorting, restraining orders, resource information, call backs, and breaches.

When a call comes in for a "domestic," the officers respond accordingly. The subsequent documentation of the response can be "no report written" or "report written." In the latter case, documentation would include not only where charges are laid but also where significant involvement takes place.

From January 1, 1991 to March 31, 1991, the Winnipeg Police Department received a total of 2,284 domestic calls.[45] Of these, 11.5 per cent (264 calls) of the calls resulted in reports being written with 83.6 per cent (1,908) having no reports issued. About five per cent (4.9%) or 112 calls were cancelled. The only documentation on the calls where no report is written is the "call history" which is entered into the computer in the police cruiser car or in the officer's notebook. In examples reviewed, the call histories are incomplete and sketchy at best.

This situation must change for two reasons:

(1) Some police officers have considerable detail in their personal notebooks, however, a brief report does not give credit to the police intervention.

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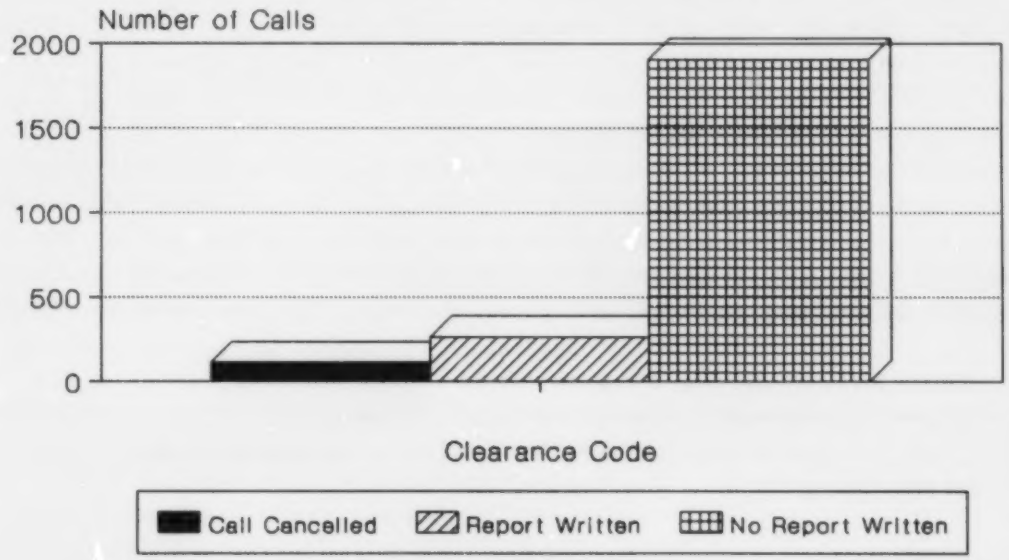
[45] Based on figures received from the Winnipeg Police Department during this Project. The actual total number of calls may be slightly more as the end months were incomplete.

(2) Without more detailed accounting, questions may be raised as to why there was no reporting and no charges laid. The lack of detail only raises questions about the intervention.

CHART 2

Breakdown of Domestic Calls (City Total)
January 1, 1991 to March 31, 1991.



Source: Social Planning Council of Wpg.
Special Tabulations of Winnipeg Police
Research Data, 1991.

We recommend:

59. THAT, as part of police protocol, the Police Department institute guidelines which outline the minimum information required on call histories including why reports are not written/why charges are not laid.

Charging Policy

The 1983 directive to lay a charge in domestic situations is the formal policy of the City Police Department. However, there are still instances reported where a woman entering a shelter or accessing counselling services states that the police have asked "whether she wants to lay charges." Besides contradicting policy, this approach tends to further victimize the woman as she is then convinced that she is to blame for the charges; that it is her responsibility to take action and the consequences thereafter (e.g., jail, going on welfare) are her fault. The development of a formalized protocol would address this issue and training/in-services should work to diminish this response.

The directive by the Attorney General of Manitoba to lay a charge in situations where there is a belief that an assault has taken place is society's way of saying: "*This is not acceptable anymore!*"

> *"Police officers can play a crucial role in helping end male violence against women.....[In one study], arrest resulted in the lowest recidivism rate, while advice in significantly greater rate. The least effective tactic was an order for the man to leave for eight hours."*[46]

We recommend:

60. THAT the Police Department enforce the charging directive, and reinforce its importance through professional development opportunities, through review of daily call histories where "no report" has been written, and through evaluative means; and THAT the Police Department track the rate of charging and annually update the Standing Committee on Parks, Protection and Culture.

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[46] Thorne-Finch, 1990, p. 339.

Response to Domestic Calls

The current response to domestic violence is not standardized and often occurs in an ad hoc manner. Comments received cite various examples ranging from slow or no response, to quick response. This range exists despite the standing policy that domestic calls receive priority response. The *Fact Finding Group* was told that the inconsistent response is due to the high volume of calls and the variation between districts. We recommend:

61. THAT the Police Department ensure prioritization of domestic violence/wife abuse calls. This policy should be enforced for calls which come from the victim, a helper and/or concern a breach of a court order (especially where the offending person is present).

Court Orders

The current policy of the Winnipeg Police Department is to charge where there has been a breach of a court order. Situations related by service providers indicate that breaches are periodically not responded to or the response is inadequate because the offender has disappeared and the officers are then reluctant to proceed with charges. We recommend:

62. THAT the Police Department enforce department policy and lay a charge where any condition of a court order is breached.

Weapons

More attention must be paid to the possession of dangerous weapons, especially firearms. Women told us that when responding to a domestic violence call, officers generally do not inquire about the existence of weapons in the home or make no attempt to remove the weapons. At other times, weapons are removed after consultation with the Crown. If there is knowledge of weapons in the house where there has been a domestic call, and most certainly in the case of a charge, any weapons should be immediately removed.

The police have discretion under The Criminal Code, Section 100 [4] "*to apply to a provincial court judge for an order prohibiting [a] particular person from having in his possession any firearm or any ammunition or explosive substance.*" This power is extended under Section 101 [1] where an officer can search and seize weapons without warrant "*whenever a peace officer believes on reasonable grounds that an offense is being committed or has been committed against any of the provisions of this Act relating to prohibited weapons, firearms, or ammunition.*" We recommend:

63. THAT the Police Department introduce a policy that states that police officers responding to domestic violence calls must inquire about firearms on the premises and make an assessment pertaining to their potential danger; and
THAT, where charges have been laid in a domestic violence case, the Police Department take action to remove any firearms in the household either through Section 100 or 101 of The Criminal Code.

Interpreter Services to the Deaf

Services to people who are deaf have not always been available. The community applauds the recent installation of a 911 service for people who are deaf. Prior to this installation, a separate number had to be accessed to receive emergency help.

The utilization of interpreters for the deaf was raised during this Project. Although it is policy that interpreters are to be used, in some instances, police officers with Level I American Sign Language [A.S.L.] feel they are qualified to interpret and take statements from a victim who is deaf. In one example, police requested the rehabilitation worker to interpret for the client. The worker booked an interpreter, as interpretative service is viewed as a specialty, only to find out later that the interpreter was cancelled by a police officer.

Persons who are deaf should be considered as part of a community with its own culture and language. One would not consider interpreting in a foreign language with only beginner's knowledge of that language.

We recommend:

64. THAT the Police Department reinforce their policy that all officers use interpreters from the appropriate interpreter referral service (after hours-emergency service) when a person(s) indicates that they require sign language or it is obvious that the person is in need of such assistance.

Information Sharing

In the brochure *"Domestic Violence: When the Victim is a Woman"*, item #7 specifies police officer procedures and indicates that officers will give the victim the incident number along with details of the Victim Services Program. We were informed, however, that this is not always the case and therefore recommend:

65. THAT the Police Department ensure that attending officers on domestic violence calls provide the alleged victim with the Incident Inquiry Card which includes the incident number and the badge numbers of the attending officers; and
THAT all police officers distribute this card at each incident of domestic violence; and
THAT all police officers attending to domestic violence/wife abuse calls provide the brochure, Domestic Violence: When the Victim is a Woman.

Criminal Records Check

Many social service agencies are required by regulation or voluntarily request criminal record checks on prospective employees or volunteers because, in many cases, the client being served may be vulnerable (e.g., children, people with mental disabilities).

Recently, the City instituted a charge fee for all criminal records checks. This will increase expenditures in the already financially strained non-profit sector and will inhibit many agencies from carrying out criminal record checks.

We recommend:

66. THAT the City rescind, for non-profit agencies, the policy of billing users for criminal records check.

Emergency Response by Police

Responding to a high number of calls, many involving repeat calls, can be frustrating work. However, the high rate of calls and high usage of wife abuse services only reflects the reality and the extent of the cycle of violence. One study cites incidents where women were beaten as many as 35 times before they requested help from the police.[47]

With this knowledge, it is important that responders to domestic violence calls are sensitized to the issues of domestic violence and supportive to the victim. If the officers or personnel attending to the woman respond quickly with supports then maybe some of the recidivism would decrease. Currently, the police respond to wife abuse calls the same as any other. There is no special response protocol.

Once a partner has been charged with assault, the police may never see the woman again unless there is a new incident or there is a subsequent breach of a court order. District #6 has instituted a call-back system for domestics where there have been repeated calls or where officers who have "*attended the calls leave information that could be acted upon.*"[48] In the four-month period from January to April 1991, the District tracked 338 calls with 54 follow-ups. This system has yet to be evaluated, however, the District should be commended for its efforts which use existing resources and personpower.

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[47] Cited in Understanding Wife Assault. A Training Manual for Counsellors and Advocates. Toronto, Ontario, 1985, p. 19.

[48] Letter from Superintendent B. Evans, District #6 dated May 22, 1991.

We recommend:

67. THAT the Police Department institute an external and independent examination of a special follow-up response team to respond to domestic situations. The examination should include but not be restricted to:
- review of service models in other jurisdictions and their relative success in those communities;
- an evaluation, including a cost-benefit analysis of existing personpower, resources and time currently expended on domestic violence response in relation to the requirements of a response team; and
- an examination of the role of the victim's assistance program so adequate resources are in place to ensure service response to current client need; and

THAT the Police Department give budget priority to funding the pilot project and/or accessing federal family violence funds for the project.

Health Department

The Department of Health is seen as innovative in its efforts to train employees on issues of personal safety, including awareness to the issues of domestic violence. The work of Public Health nurses is viewed as crucial to the prevention and identification of abuse, and intervention with clients to assist with services or counselling. Public Health nurses are frequently the first people to see and respond to incidents of violence. The importance of this frontline position is often forgotten because it is usually perceived only within a strict health/medical perspective. Regardless, their importance must be acknowledged.

Telephone Allowances for Social Assistance Recipients

A telephone is a means of securing help in various emergencies in the home. Social assistance recipients must have ready access to this type of service for themselves and their children.

We recommend:

68. THAT the City provide, as a special monthly allowance, an amount equal to the basic service charge for a standard telephone, for all social assistance recipients.

Outreach and Public Awareness

Currently, City employees participate in outreach activities to community groups, students and other organizations to raise awareness on issues pertaining to the prevention of violence. It is essential that these efforts be maintained as they contribute to prevention approaches. We recommend:

69. THAT the City, through the appropriate departments, including Health and Police Community Relations, continue its outreach work to the community and educational institutions in order to increase public awareness on the issue of domestic violence.

Jurisdictional Responsibility

The issue of jurisdiction is frequently used as justification for not becoming involved or abstaining from any proactive intervention. It must be recognized, however, that problems and issues do not fit jurisdictions. For this reason, the identification of issues related to other jurisdictions and bodies was formulated into recommendations.

The *Fact Finding Group* is cognizant of the roles played by federal and provincial governments in funding services and programs. At the same time, the City can serve as a role model in addressing issues of violence against women and children and act as an advocate for improvement in overall community response. This role should include advocating for more sensitivity to the needs of Winnipeg women and children by all departments of the Provincial government.

Services to abused women and their children are the jurisdictional responsibility of the Provincial government. People interviewed indicated their concerns about the stress on existing services for

abused women and the need for further services. The *Fact Finding Group* recommends that the City urge the Province to deal with the issues outlined in the following sections.

6.3 SERVICE ISSUES

Counselling Services for Women

For a variety of reasons many women will never access shelters[49] but will try to access existing counselling services. Many of the funded wife abuse services in Winnipeg have waiting lists which contribute to the desperation of those women attempting to get help. These women may have to wait months[50] to get services.

The difference in the funding mechanisms between the shelters and the agencies results in stress on the grant-funded agencies. The current funding of shelters by a per diem plus a grant assists in providing the additional income to shelters to cover the increased volume of service. Grants which remain status quo will result in reduced services and consequently restrict access for women to this type of service.

An issue brought forward to the *Fact Finding Group* relates to a concern that lesbian women do not access and/or feel uncomfortable accessing mainstream services.[51] Lack of services to the gay community is cited as a problem, specifically a "safe home"/drop-in facility. At this point in time, identifying the gaps in service and the extent of need are seen as important.

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[49] Some of these reasons include the following: uncomfortable with the crisis environment; cannot leave because of economic consequences; want to stay with family or friends; want to stay with children in own home; or prefer to access other services such as counselling.

[50] Waiting lists at some of the agencies have been reported as follows: EVOLVE - 1990/91, 724 persons were turned away (455 women, 267 men and 2 children); Fort Garry Women's Resource Centre -as of June 3, 1991 the waiting list is 4-5 months with 50 women waiting for long-term counselling services (approximately 75% of women counselled have issues of abuse); and Women's Post Treatment Centre - this agency has had as many as 140 women waiting for counselling. As of June 3, 1991, the current waiting list is 37 with a one-year waiting period.

[51] This feeling of being left out has been verified in the recent study - The Gay and Lesbian Youth Services Network Survey of Lesbian and Gay Youth and Professionals Who Work with Youth. August 1989. "Over half of the respondents have dealt with a professional who knew they were gay. Several felt they were treated differently because they were lesbian or gay." p. v.

Residential Services

Existing shelters in the City are at strained capacity resulting in overcrowding and/or placement in an alternative site. Once a woman has left a shelter, the options available to her are limited. Currently, there are only eight second-stage housing units in Winnipeg that provide supportive services.

Women's Advocacy Program

Staff working in shelters raised the issue of stress on existing staff resources of the Women's Advocacy Program. The current complement of staff--two [2] counsellors and one [1] legal advocate--cannot adequately respond to requests for assistance or supportive counselling. The response time to telephone calls alone is several days unless it is an emergency. This unique program *can* respond to clients' needs if it has adequate resources. We recommend:

70. THAT the City urge the Provincial Department of Family Services to:
- increase funding to non-residential wife abuse services in order that they can meet existing service demand,
- develop a new urban shelter for Winnipeg,
- increase the number of second-stage units in Winnipeg with adequate program support, and
- increase the current complement of staff at the Women's Advocacy Program so that the response time to clients is improved and sufficient support/outreach services can be offered.

71. THAT the City urge the Province of Manitoba to examine the issue of accessibility and relevance of abuse counselling and shelter services to persons from gay and lesbian communities.

Services for Batterers

There are few services in Winnipeg for men who batter. The Province of Manitoba has emphasized the fact that abuse is a crime, however, there are little or no resources to assist batterers in accessing assistance upon final legal disposition. Our understanding is that besides those programs offering general counselling services, only EVOLVE, Ma Mawi Wi Chi Itata, and Probation Services in the

Department of Justice offer group counselling for batterers. Policy in the area of services to batterers is not clearly defined as the current services are delivered through two separate departments: Family Services and Justice.

Support for services for men who batter does not negate the ongoing need for services to victims, rather, it recognizes the fact that many women return to their husbands and partners. The responsibility for stopping the violence *must* be borne by the offenders. We recommend:

72. THAT the City urge the Province of Manitoba to review the present programs to batterers with the view to enhance and expand existing services; and
THAT this review include an examination of different program models, as well as theoretical frameworks, in consultation with community representatives.

6.4 LEGAL ISSUES

Justice issues surrounding domestic violence have been raised by various groups and individuals during this project. Many of these issues are being examined by the **Pedlar Review**, the **Aboriginal Justice Inquiry** and others. The importance of the issue must not be underestimated.

The Department of Justice has been involved in many initiatives in the area of domestic violence/wife abuse. The recent institution of the Family Violence Court, the Spousal Tracking Project and the Pedlar Review are indications that this Ministry is cognizant of the issues and has given opportunity for them to be addressed.

Court Orders

Court orders continue to be a contentious issue in most domestic violence cases--from issuing them to enforcing them. It can be argued that if conditions are met under The Bail Reform Act, then the accused must be released. However, if there is reason to believe that the violence will continue, the accused should be detained. Research indicates that wife abuse increases in both frequency and intensity over time. This fact justifies the need for detaining the accused until there is a proper assessment of the situation. Only intervention will stop violence.

There have been documented cases where charges laid against breached court orders have been plea bargained away by Crown attorneys. This practice trivializes the seriousness of a breach of a lawful court order. We recommend:

73. THAT the City urge the Provincial Department of Justice to:
- ensure that court orders prohibiting contact between the charged person and the victim be issued in all wife abuse cases where charges have been laid;
- ensure that where there is a breach of a court order that the offender be detained and only released following a review by a judge;
- review the wording used on release conditions/court orders so that consistent and standardized phrasing be adopted to eliminate ambiguity;
- develop clear guidelines regarding the plea bargaining of breaches of court orders--these guidelines should emphasize the importance of court orders from the victim's perspective so subsequent court actions do not trivialize their intent; and
- monitor breaches of court orders to ensure the guidelines are being met.

Staff Development for Justice Personnel

The educational development of Crown attorneys, as well as judges, continues to be an issue of concern. Winnipeg women told us that many women who are sexually assaulted do not come forward because their stories are trivialized or dismissed at all levels of the justice system. In April 1991, a British Columbia judge issued a verdict of **not guilty** in a sexual assault case, saying that *"at times, **no** may mean **maybe**, or, **wait awhile**."* A Manitoba judge voiced the opinion that "*No woman is worth the trouble you (the offender) got yourself in.*"

Workshops and information sessions have been offered in the area of domestic violence for both the judiciary and the Crowns. However, commitment to regular training must be made a priority if there is to be substantial change in the justice system. The actions of attorneys and judges impact greatly on the public's view and tolerance of violence against women and, as well, impact on future actions of the assailant (e.g., plea bargaining breaches).

Gender bias in the judicial system has long been an issue. The justice system is male dominated and historically has reinforced the victimization of women. Those working in the system must become sensitized to understanding and combatting violence against women and children.

We recommend:

74. THAT the City urge the Provincial Department of Justice to:
- ensure that all Crown attorneys, in conjunction with the family violence court, undergo regular educational sessions on domestic violence, sexual assault and issues of violence against women; and
- ensure that the provincial judicial education committee extend educational sessions to all judges, including judicial officers from Court of Queen's Bench, on issues of wife abuse/violence against women.

6.5 SHELTER ISSUES

The Department of Housing has been innovative in the area of wife abuse, fully supporting the implementation of shelters. More recently, the Department has developed a "Priority Housing Policy" which allows for the immediate placement of abused women in non-profit housing. However, for a woman to receive priority placement, she must pay, or sign a promissory note, for her portion of any outstanding debt to Manitoba Housing for past arrears and/or damages.[52] We recommend:

75. THAT the City urge the Provincial Department of Housing to review the promissory note procedure aspect of the priority housing directive, especially where the damage has been part of a violent incident.

6.6 PROFESSIONAL STAFF DEVELOPMENT

Training has been identified as a key aspect in improving the system's response to domestic violence. Two important service sectors that touch the lives of abused women and their children are child welfare and income security.

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[52] The *Fact Finding Group* was told of situations where offending partners will deliberately damage property to intimidate the spouse. An extreme example of this type of behaviour occurred when a husband burned down the family home in retaliation after his wife left.

It is essential that Child and Family Service workers continue to increase their understanding of the dynamics of wife abuse and the interventions that empower women to make key decisions. An understanding of the processes within the shelter system and the systemic barriers to women is also imperative. The Child and Family Support Branch should be commended for introducing a voluntary training module on "Domestic Violence" which is available to Child and Family Service workers.

Concerns have been raised about the role of income security workers. Under The Social Allowances Act, a client's stay in a shelter is paid for if she qualifies under the needs test. The shortened needs test waives the regular scrutiny if it is dangerous to pursue the resources. However, client needs have been cited as secondary concerns to finances. One example describes a situation in which an income security worker pressured a woman to access a joint bank account which was situated in a dangerous location. This type of situation, in which regulations are followed in the face of crisis and potential danger, is unwarranted and unacceptable.

Ignorance of the cycle of violence, the dynamics of wife abuse and its impact on the woman manifests itself in insensitivity and "blaming the victim"--blaming the woman for staying, for putting up with the violence, and for instigating the violence. We recommend:

76. THAT the City urge the Provincial Department of Family Services to institute training requirements for all income security workers in the area of domestic violence/wife abuse.

77. That the City urge the Provincial Department of Family Services - Child and Family Support Branch to institute mandatory professional development modules on wife abuse for all Child and Family Service workers.

6.7 PRIVACY ISSUES

Public Utilities Board

The Manitoba Telephone System [MTS] is currently giving consideration to a new service entitled, ***Call Management System*** which is slated for trial in the Westman Region. This service will allow for the caller's phone number to be displayed to the receiving person if the receiver has the service.

As it is presently proposed, the only way to avoid displaying the number is for the caller to telephone the operator for which the caller will be charged 75 cents per call. This system is problematic and potentially dangerous to wife abuse services and any other services where confidentiality and safety are a concern. Shelter representatives and women's organizations have expressed concern over the service. MTS is reviewing its implementation. Two concerns must be raised:

1. DISCOURAGEMENT TO CALL

Lack of Confidentiality: People calling crisis lines or social services want to be assured that the information they are giving is confidential. Although the services may not have these systems in place, a caller on a suicide line or a woman on a wife abuse crisis line may choose not to call, fearing that their call is not anonymous.

Cost to Client: A caller will be charged if she does not want her number displayed. This inhibits those who have limited funds or who are in a hurry to call. As well, the charge is subsequently displayed on a telephone bill, further endangering the caller if she must explain the charge to a perpetrator.

2. POTENTIAL DANGER

If the receiver has the installed equipment, all numbers will be displayed unless the caller takes the charge route. This means that if a woman is staying at a friend's, a neighbour's, or a shelter for an interim period of time, her whereabouts may become revealed, jeopardizing her safety.

The institution of a telephone program that can be potentially dangerous to one person is reason enough not to institute it. We recommend:

78. THAT the City urge the Provincial Public Utilities Board to decline the request from Manitoba Telephone System to implement the Call Management System.

VIOLENCE IN CULTURE

7.1 INTRODUCTION

> *"Do you remember the games from childhood where you drew a circle in the dirt or on the sidewalk, called it home, then stepped inside, where no one could get you, because you were safe? I believe we women are in a constant process of drawing and redrawing that circle, having made one more adjustment in our lifestyles in the hope of coming home safe. Whether we admit it or not we know that little more than fate keeps us from becoming one of the statistics. We adopt ever more complex maneuvers, all the while clinging to the belief that what we're doing is perfectly normal behaviour and not the well-honed survival tactics of a group under siege. Nor do we stop to consider freedoms we lose as part of the escalating price of safety, no matter how marginal. We master our fear, call on reservoirs of faith, and refuse to let the doubts control us. And we pretend that nothing is amiss. We keep drawing those circles. What we do--what I do--is keep on keeping on."*[53]

Violence does not exist in isolation. It is not restricted to a dark parking lot, an isolated street, an unsupervised playground or an abusive home. Violence has no boundaries, rather it is all around us; sustained by our attitudes, by the way we live our lives. The most daunting and destructive of all violence is that which exists in our culture.

Violence in culture, as the origin of all violence, requires a different approach. Violence in our culture is impervious to safety measures. No matter how safe we make our city, only when we recognize the origins of violence, can we begin to deal with its elimination.

Violence against women is not a modern phenomenon--neither is patriarchy. Understanding the extent and endurance of violence against women today requires that we recognize it as a devastating consequence of a past and present based in patriarchy--a system founded in personal, political and economic power and control by men which perpetuates the devaluation and abuse of women. Men, too, suffer the consequences of this system, as they are taught to idealize power, control and dominance and deny their emotions, fears and desires to nurture and create. Men must begin to challenge a system based in inequality and recognize the impact and the need for change. Eliminating violence demands that everyone be accountable.

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[53] Cited in "Delusions of Safety: A Personal Story," in Ms Magazine, September/October, 1990, p. 49.

> *"A patriarchy like ours places men in the positions of power, privilege and leadership while conferring lesser status on women and children. The patriarchy remains intact, supported by the awesome power of social conditioning, ideologies and the full structure of political and economic institutions."*[54]

The messages, beliefs and values which give meaning to our lives still reflect the support of violence. Violence is the abuse of power. We still live in a society which socializes men and women to believe that men are entitled to power. Violence is the cost. Women and children continue to pay the price.

> *"The history of patriarchy is an historical construct: it has a beginning; it will have an end. Its time seems to have nearly run its course; it no longer serves the needs of men or women and in its inextricable linkage to militarism, hierarchy and racism, it threatens the very existence of life on earth."*[55]

Our society's acceptance of violence as a means of controlling power is manifested in a variety of forms--some subtle and some overt--and in a continuum of behaviours ranging from verbal denigration and a lack of respect for each other's worth and dignity, to emotional and physical abuse and murder. The violence manifests itself in society's *failure* to deal adequately with child abuse, wife abuse, elder abuse, sexual assault, juvenile prostitution, discrimination, sexism, poverty, racism and the failure to ensure the right of women and children, the right of all of us, to live lives of safety and value, free from fear.

These messages of violence, dominance, control and systemic inequality are perpetuated by our patriarchal systems; the traditional religious, economic, political, educational and justice institutions through which our cultural values are retained, protected and transmitted. Spiritual organizations are undergoing self-examination and are encouraging members to change the way in which religion has contributed to the acceptance and continuance of violence and patriarchy. Governments, as models and microcosms of society's attitudes and behaviours must also begin to recognize their responsibilities. Our institutions are the receptacles, the preservers, of our culture and as such must be accountable. The *Fact Finding Group* defines institutions as those systems which:

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[54] Cited in the Federation of Women Teachers' Association of Ontario Newsletter Violence Against Women & Children - Montréal Massacre Memorial Issue, December 1990/January 1991, Vol. 9, No. 3.

[55] Cited in the Church Council on Justice and Corrections kit on "Family Violence in our Patriarchal Culture".

- o reflect our values in a public way;
- o transmit our values in a public way;
- o reinforce our values in a public way; and
- o can change our values in a public way.

The following section focuses on some aspects of our institutional systems which most affect our lives: media, education, workplace, and police. These are the structures which inform, teach, sustain and protect us and therefore have the capacity to create change.

7.2 THE MASS MEDIA: "Our Daily News"

The media is society's daily journal; it reflects us, it *is* us. As such, the media, as any print or broadcast communication, is potentially the most influential of all our institutions. Society's awareness and understanding of most issues depends on the transmission of information through our media: newspapers, magazines, television, film, and radio. In a society which depends on the "daily news" to sift through and synopsize the day's events, our understanding of many issues fails to extend beyond headlines and evening "newsbites." Day after day, it is information relayed without context or awareness.

The news media's very nature--daily deadlines, limited space, and the challenge of synopsis--at times manifests itself in reports which lack awareness and thereby further stigmatize, stereotype, sensationalize and minimize issues such as the inherent violence in our culture. Bound by time and space, news reporting tends to reflect society's ignorance and misperceptions rather than question or demand accountability. For example:

▸ On March 14, 1991, a 22-year-old Winnipeg woman was found dead, wrapped in plastic and left in a garbage dumpster. Media outlets labelled the murder as a "hooker slaying," quoting representatives of the Police Department as saying "she might have turned one trick too many" and that "prostitution is a dangerous profession."[56] The victim was repeatedly referred to in dehumanizing terms, as a "prostitute" and "hooker," by both the media and Police Department. The defendant was consistently referred to as a "quiet person" and a "nice guy." As such, the coverage showed a general lack of context, awareness and recognition of the influence of stereotypical and negative language and the power of inference. In doing so, the media and the Police Department

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[56] Winnipeg Free Press, March 15, 1991, p. 1 and Winnipeg Sun, March 19, 1991, p. 3. Both the print and electronic media are equally influential and as such must be evaluated and regulated according to the same measurements. However, due to accessibility limitations, this analysis was restricted to the print medium.

subtly dismissed the brutality and violence involved, dismissed the victimization and dismissed the larger issue of violence against women.

- In April 1991, a Winnipeg woman was allegedly beaten, sexually assaulted and held hostage in her home over a five-day period by her husband. The news coverage which followed further victimized the woman and highlighted the media's insensitivity and general lack of awareness to the issue of violence against women. News reports threatened the victim's safety by revealing that she had since taken up residence in a women's shelter (necessitating her transfer to an out-of-province shelter). Subsequent news reports dismissed the victim's right to privacy by revealing her identity through a page-three photo of the victim's residence.

- On December 6, 1989, a man systematically shot 14 female engineering students in Montréal. The ensuing news coverage and editorials highlighted the conflict within our society regarding violence against women. The suggestion that the massacre was a manifestation of societal attitudes rather than the act of one madman created a magnitude of backlash. In the article, "Men Cannot Know the Feelings of Fear," Melanie Randell,[57] doctoral student at York University, profiles three primary causes for the backlash:

1. denial that this shooting must be recognized primarily as an act of violence against women;
2. the theory that this was the inexplicable and random act of a madman;
3. explicit hostility[58] toward women, especially feminists, claiming that "radical" feminists are using this tragedy as a platform against men.

The above examples highlight the media's lack of understanding of the issues pertaining to women and violence.[59] These examples call attention to the potential consequences of news coverage which fails to provide contextual reporting of violence against women, thus minimizing and trivializing the issue. There is an urgent need for media outlets to recognize their responsibility in communicating

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[57] "Men Cannot Know the Feelings of Fear." The Globe and Mail, December 12, 1989.

[58] A December 12th, 1989 article from The Globe and Mail entitled, "Men Cannot Know the Feelings of Fear," highlights reactions to the murders. Further, a letter mailed to CBC Radio's **Morningside** program accuses the CBC of "pandering" to feminists and calls Peter Gzowski, the program's host, a "wimp" for airing feminist analyses. Similar sentiments were evident in graffiti on the University of Western Ontario campus which called for people to "kill feminist bitches." The day after the Montréal massacre, male students at Queens University entered classrooms, pointed fingers at female students and pretended to pull imaginary triggers.

[59] The *Fact Finding Group* recognizes that many media organizations and individuals are striving for a better understanding, and thus, better communication and coverage of the issues outlined in this report. While the coverage described in this section reveals a lack of awareness to the issue, the *Fact Finding Group* recognizes that some local media efforts provided effective and informed communication. The *Fact Finding Group* acknowledges, as well, that during the course of this project, various media individuals have expressed interest in increasing their involvement and awareness to the issue.

information in a well-informed, thorough and consistent manner. It is essential then that we honour those media organizations and individuals who endeavour to inform and educate the public on the issue of violence against women and children through consistent, well-informed, fair, and ethical reporting. We recommend:

79. THAT the City institute an annual media award to recognize those media organizations and individuals who consistently provide informed, fair, and ethical reporting of issues of violence against women and children.

We further recommend:

80. THAT the City work with the Manitoba Press Council to establish guidelines outlining the ethics involved in reporting incidents of violence; and
THAT these guidelines endeavour to increase the public's understanding of violence against women.

81. THAT the City urge all Winnipeg-based media outlets to establish (or review existing) community advisory committees to provide community input with equal female representation on such committees.

Violence in Video

> *"For me, violence against women is in the attitudes of some 'old movies.' Some women live these 'old movies' every day."*
> Winnipeg woman.

We see it in the movie theatre, the video store and on the television screen. Violence in video--violence against women--has become a popular pastime:

> *"Try to picture a female slasher monster who kills man after man after man. Now imagine that character making millions for an independent production company in eight sequels (each more gruesome than the last). Picture her image dominating video store displays and home screens, and spawning hundreds of licensed products: dolls, greeting cards, masks, and plastic replicas of her favourite weapon. Then imagine all the little girls...begging to costume themselves as that character for Halloween. Can't picture it? Neither can I. Male-directed violence coming from a woman will never play in Peoria.'*[60]

Our society is constantly exposed to a flood of films, videos and television programs depicting some form of violence. According to Dr. Leonard Efrom, psychology professor at the University of Illinois, the average high school student, at the time of graduation, has seen 18,000 murders in 22,000 hours of television viewing. The policy of the Film Classification Board was raised with regard to the release of such material which may be deemed contrary to community standards. However, both time and mandate restricted the *Fact Finding Group* from making recommendations. Codes of ethics were also discussed, but again, time and mandate did not allow the Group to review the feasibility of developing and publicizing a "Code of Ethics," similar to the Telefilm Canada guidelines, for all films and videos produced and distributed in Canada.

There is a legitimate concern that heavy exposure to media violence may be directly linked to crimes against women and children.

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[60] Cited in "Hooked on Hate?" in Ms Magazine, September/October 1990, p. 42.

We recommend:

82. THAT the City increase the amusement tax on theatrical feature films with a high violence rating and direct the new revenues to a fund which would finance a public awareness campaign to promote and publicize film and video productions that are violence-free.

Pornography

Pornography is the humiliation, degradation and abuse, predominantly of women and children, captured on video. Society calls it adult entertainment. Any document addressing issues of fear and violence must include reference to women and children in pornography. Pornography is violence. It is the systematic exploitation and subordination of women and children. The violence ranges from dehumanization, sexual exploitation, forced sex, forced prostitution, physical abuse, child sexual abuse and sexual harassment.[61]

The *Fact Finding Group* acknowledges the complexity of this issue and that time and mandate did not allow for the indepth attention required to properly address the violence of pornography. The *Fact Finding Group* met with various concerned individuals and organizations, including the Winnipeg chapter of GAP[GroupAgainst Pornography], and found that although there is a high level of concern about the consequences of pornography, there is little consensus in providing solutions. The issues of censorship and definitions of pornography continue to divide the community.

Many women with whom we spoke expressed concern that existing Criminal Code provisions do not adequately deal with the abuse of women and children in pornography.[62] In 1986, an attempt was made to introduce legislation to control pornography, including child pornography, but failed.

All those interviewed expressed urgent concern about the increasing number of children involved in pornography and emphasized that *child pornography is child abuse.* The United States Supreme Court regards the use of children in sex pictures as child abuse, and states that the violence is

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[61] Cited in the Factum on Behalf of the Women's Legal Education and Action Fund, to the Supreme Court of Canada, *Butler v. Her Majesty the Queen*, Court File No. 22191, June 1991, p. 7.

[62] Related federal legislation includes not only the Criminal Code but also the Customs Tariff, the Customs Act, the Canada Post Corporation Act, and the Broadcast Act and regulations made thereunder.

exacerbated by the circulation of such pictures. The U.S. Supreme Court has upheld the criminalization of the entire chain of sale, distribution and possession of child pornography.

In Canada, some activity is currently underway to explore civil recourse for women and children victimized by pornography. Reports such as Fraser, Badgley and Reaching for Solutions elaborate on the serious issues related to child pornography and make recommendations with regard to changes in the law. These reports stress the need for increased community education about the issues. Recommendations are made regarding the urgent need for our communities and governments to address the sexual abuse and exploitation of children involved in the creation, distribution and possession of child pornography. Leadership is required. The municipal level of government has the capacity to provide it. Municipalities must fulfil their responsibility for controlling the display of pornographic materials through the implementation of appropriate bylaws, licensing and zoning.

There is a growing body of evidence of a causal relationship between pornography use and other forms of violence.[63] The evidence suggests that such material has a tendency to increase male tolerance of violence to women and creates a social climate which encourages men to act in a callous and discriminatory way towards women.[64] To further explore this link, it is imperative to document pornographic material found in a perpetrator's possession. We recommend:

83. THAT the Police Department establish, implement and enforce a policy that requires the documentation of pornographic materials found at the crime site or at the residence of the perpetrator of violence.

ISSUE REQUIRING FURTHER INVESTIGATION

- Review the potential for using civil remedies for individuals harmed as a result of the production, distribution or display of pornography.

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63 N. Malamuth and E. Donnerstein, 1984.

64 Cited in the Factum on Behalf of the Women's Legal Education and Action Fund, to the Supreme Court of Canada, *Butler v. Her Majesty the Queen*, Court File No. 22191, June 1991, p. 7.

7.3 EDUCATION

Ultimately, the elimination of violence depends on education. Education is crucial to understanding the subtle transmission of violence in our culture. Change begins with education based in lessons of prevention: education which teaches our sons and daughters lessons of equality and that violence against women and children is an atrocity, an inherent injustice and unacceptable at any level. We must also recognize the urgent need for education which teaches measures of protection today, until prevention renders these short-term measures obsolete.

> *"The schools continue to educate people to be both aggressive and violent. I'd like to see schools take a much stronger and autonomous stand and assertive action. They are acting as if they are innocent in the construction of what is problematic here and yet they are profoundly the very institution that reinvents exactly the problem that we have."*
> Winnipeg woman.

The Classroom

The home, as a child's first place of instruction, is frequently a role model which enforces inequality and violence. These messages are devastating for a child that has no other instruction. Nowhere is the consequence of violence in our culture more critical and the need for education more urgent than in the lives of future generations, our children. Many people interviewed spoke of the importance of the educational system in transmitting values intolerant of violence. However, the *Fact Finding Group's* mandate limits the development of recommendations in this area, as the formal education system is under Provincial jurisdiction.

> *"It's time to accept some responsibility. Don't just dump the issue back on the Province. Why can't we do things together as a community? There are lots of people who'd be ready to get involved and help out."*
> Winnipeg woman.

Equality in the Classroom

The education system reflects the values of our society and as such continues to teach lessons of inequality. Women told us that we must eliminate the sexism in teaching through appropriate training and must be aware of and eliminate the extent of sexual stereotyping in textbooks. Schools can, and must, address issues of inequality and violence in and out of the classroom.

> *"We should monitor the activities that schools engage in that demonstrate tacit agreements to sexism and aggression. Subliminal aggression feeds overt aggression."*
> Winnipeg woman.

Dealing with Violence in the Classroom

The Department of Education, individual school boards and schools are currently reviewing available resources and materials dealing with violence at school, individual anger and aggression management, and non-violent crisis intervention programs. The Manitoba Teachers Society has distributed copies of a document entitled Thumbs Down on Violence. This kit assists teachers in developing classroom modules on violence. The use of the kit is voluntary.

> *"I would like to see the school system implement a program at the elementary through high school levels to teach children a "non-violent lifestyle" and where or how to go for help before violence escalates. Children who grow up in an abusive environment will no doubt become violent themselves."*
> Winnipeg woman.

Understanding the origin of violence is a critical step in working towards its elimination. In many cases, attitudes which perpetuate violence find support in the classroom. It is here where change must

begin. The importance of addressing violence in elementary, junior and senior high curricula is essential for any progress to be made. We recommend:

84. THAT the City urge the Provincial Department of Education to review current curricula in the area of violence and consult with community resources in the development of a mandatory awareness program for all grade levels.

Beyond the School Yard

In many cases, the most influential lessons taught to children are those which begin when the last school bell sounds. Interactions on the sports field, in the playground and at the community drop-in centre are informal transmitters of values and as such have a powerful impact on our children. Our neighbourhood community clubs, extracurricular programming and community activities are areas in which municipal policy can have immediate impact and create change.

The following material relates primarily to those community agencies which are mandated to provide community and/or social development and awareness in informal educational environments in our community.

On Athletic Programs...
"What they (children) are being taught is a very particular kind of aggression that can spill over into other kinds of things."
Winnipeg woman.

City/Community Centre Sports Programs

We talk of fair play, yet much of sports programming reflects confrontational and adversarial values and condones violence. The message we send our children is mixed. Why is violence acceptable on the playground, at the hockey rink, on the soccer field?

We must recognize the hypocrisy of the philosophical dichotomy in sports which says "play fair," but means something quite different. The dichotomy is both counter-productive and confusing to children. Sports programming must be consistent with values of equality and non-violence. Women we interviewed suggested that principles of non-violence be incorporated into the training and/or certification of coaches. We recommend:

85. THAT the City develop and communicate a philosophy on healthy competition and fair play; and
THAT the City require that all organizations (e.g., community clubs, sports associations) adhere to the principles of non-violence on City-owned property and in City-owned facilities.

86. THAT the City continue to encourage community centres to offer a range of athletic and recreational programs that are designed to enable *all* children to participate.

Public Awareness and Participation

> *"We need more public awareness and action. Let's make non-violence the norm. You cannot legislate morality, you can create another morality."*
> Winnipeg man.

The elimination of violence in Winnipeg requires changing some basic ways in which we view violence in our culture. It requires that we, as individuals, acknowledge the pervasiveness of violence, educate our community about the facts of violence, and empower the City to work toward ending

violence in our communities. As examples of steps toward larger community awareness, we recommend:

87. THAT the Police Department's community services, crime prevention, and public education programs include a component on women's safety and security on public transit.

88. THAT the City ensure that posters listing the telephone numbers of abuse shelters and agencies which provide services for victims of violent crime be posted in all City buildings.[65]

Although Winnipeg women have identified personal safety and security as a primary concern, developing solutions has not, as a general rule, included public participation. As well, City staff has not given personal safety and security a high priority in the evaluation of building and development applications. Urban designers do not consider personal safety and security an important element in the design process. Community initiatives are beginning to set the pace for change. The Downtown Business Improvement Zone [BIZ] has established a committee which is currently addressing issues of safety and security in the downtown. We recommend:

89. THAT the City, as a part of the *Information Winnipeg* series or other public information programs, develop a brochure for distribution to the general public, developers and designers to advise them of changes in City bylaws, policies and procedures on personal safety and security; and to provide a checklist for the incorporation of personal safety and security as a primary urban design criteria.

90. THAT the City liaise with all business improvement programs and other private organizations to work toward making Winnipeg a safer place to live, work, and play.

It is imperative that City Council articulate women's safety and security concerns as a priority issue and commit resources to raising public awareness. The development of activities, events and

[65] These telephone numbers can be obtained from the Provincial department of Family Services.

programs which stress the message of anti-violence must be encouraged and implemented year-round. It is also essential that the community and City designate specific dates in recognition of the issue. This education process must include public participation in the prevention of violence. We recommend:

91. THAT the City institute a "Safe City Week" to inform its citizens and employees of the extent of violence against women and children in our society.

92. THAT a "Planning for a Safe City" workshop, designed to raise awareness of personal safety and security issues and appropriate planning and design responses, be developed and delivered to City staff, especially those working in Parks & Recreation, Planning, Police, and Transit departments; and
THAT this workshop be developed with representation from members of the *Fact Finding Group*, community women, professional design associations and appropriate university faculties; and
THAT this workshop include, but not be limited to, discussions of personal safety and security in planning and design.

Community Protection Programs

Community education is essential to raising awareness and changing attitudes to violence against women and children. It is a process which demands time. But the inherent violence in our communities today requires that we deal with the immediate need for protection.

While it is a fact that 56 per cent of Canadian women living in cities feel unsafe walking alone at night in their own neighbourhood, there are no community protection programs which focus directly on the safety of women in their own neighbourhoods.

Neighbourhood Watch is a block-based crime prevention program currently operating in Winnipeg. The formal structure which co-ordinates the program within the six police districts is called Citizens For Crime Awareness. The system, which depends on a relationship between citizens and the community police, is geared toward protection from, and prevention of, property crime.

The *Fact Finding Group* supports Neighbourhood Watch for its contribution to community security and advocates the expansion of its mandate. Women told us that community protection programs

require an inclusive approach and should not be restricted to property crime. We recommend:

93. THAT the City continue to support and encourage the maintenance and implementation of community protection programs; and
THAT these programs develop a broader focus which includes issues of violence against women and children in our community.

City Programming

Dealing with Violence

The ability of the City to deliver courses/workshops at a community level provides an opportunity to offer innovative programs dealing with partner and child abuse, sexual assault and self-defence. We recommend:

94. THAT the Parks and Recreation Department institute free self-defence courses for women, and street-proofing courses for women and children in each of the community committee areas and advertise these courses in the leisure guides.

City Social and Health Programs

Presently, the City provides social development programming in the areas of public health and social services. As part of its social development role, we recommend:

95. THAT the City develop and adopt a comprehensive social development policy that clarifies and communicates the City's role in:
   - educating the public about the safety and security concerns of women and children;
   - providing services to survivors of violence;
   - providing financial assistance to organizations that provide services to survivors of violence or that educate the public about violence against women and children; and
   - providing outreach programs that are supportive to youth (e.g., S.K.Y. and Street Links).

7.4 THE WORKPLACE

> *We tell our bright, shining daughters that they can be anything: firefighters, doctors, policewomen, lawyers, scientists, soldiers, athletes, artists. What we don't tell them, yet, is how hard it will be. Maybe, we say to ourselves, by the time they're older it will be easier for them than it was for us....It's all about power, we say to them. Sharing power is not easy for anyone and men do not find it easy to share among themselves, much less with a group of equally talented, able women. So men make all those stupid cracks about needing a sex change operation to get a job or a promotion and they wind up believing it.*[66]

Violence is rooted in inequality; inequality is institutionalized in the workplace. Women do not control power in the workplace, men do. The messages and attitudes which result in violence against women on the street and in the home are the same here. But here, the violence is both physical and

66 Stevie Cameron, "Our Daughters, Ourselves," in The Globe & Mail, December 6, 1989.

economic at the hands of male co-workers, supervisors and clients. Not only do women feel vulnerable to physical harassment and assault in the workplace but also to the threat of losing their jobs if they complain about the harassment. The consequences of inequality in the workplace can be socially and economically devastating.

The most extreme economic cost of inequality is that which keeps women out of the workplace. Through subtle persuasion, however, economic inequality also confines women to certain roles and positions and restricts promotion. Women in the labour force are victims of both systemic discrimination, in terms of pay and job opportunities, and direct discrimination, in the form of sexual harassment. But systemic inequality also manifests itself in:

> *"...inadequate day care, sexual harassment at work, poverty, poorly enforced child support, lower pay, lack of promotions and sex discrimination. These injustices are forms of abuse that women suffer every day."*[67]

The City, For Example

Women lack power in the workplace, in terms of pay, position, ability to protect themselves, and ability to force change. The lack of power manifests itself in fear based on economic and physical vulnerability. Women who feel unsafe in the workplace are not able to realize their professional potential. Organizations like Dupont Canada have recognized this fact and have begun to address it. Organizations like the City of Winnipeg, which employs 12,500 people [24% female], must begin to do the same. A safe city can be guaranteed only when there is a community in which women share economic and social power.

The City of Winnipeg, as a workplace and as Winnipeg's largest single employer, is a microcosm of the attitudes operating in the working world. Through its directives and operating policies, the City not only reflects and transmits values, but also has the capacity to become a model and a driving force for change in workplaces throughout the city.

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67 Mary Labatt, "Violence Against Women: An Epidemic and A National Disgrace," in FWTO Newsletter, Dec. 1990/Jan. 1991, Vol.9, No.3 (Federation of Women Teachers' Association of Ontario Newsletter).

Pay Equity and Employment Equity

Initiatives like pay equity, employment equity, campaigns to fight sexual harassment, partnerships with the private sector and community educational institutions, and consideration of safety in the workplace are essential to empowering women.

Pay equity initiatives are required to ensure that women are paid wages which recognize the value of a job in terms of skill, effort, responsibility and working conditions. Commitment to employment equity is necessary to improve the economic status of women. The development and implementation of a comprehensive strategy to eliminate systemic discrimination is essential.

> *"The City of Winnipeg has an affirmative action program but hires very few visible minority women."*
> Congress of Black Women of Canada.

The following recommendations are designed to enhance women's social and economic power within the workplace and build on the positive programming already taking place within Winnipeg. We recommend:

96. THAT the City undertake, in conjunction with its bargaining agents, a comprehensive pay equity program which includes a study establishing the relative worth of female and male dominated jobs and remedial measures to ensure that female workers receive economic rewards appropriate to the value of their jobs.

97. THAT the City undertake, in conjunction with its bargaining agents, a comprehensive employment equity program which includes the:
- identification of systemic barriers with regard to the employment and promotion of designated groups;
- development of permanent and remedial measures;
- establishment of numerical goals and timetables; and
- creation of support measures (such as the provision of on-site child care), to facilitate such a program, and that the responsibility to implement such a program be vested with department managers.

We further recommend:

98. THAT, to ensure that women have full access to the workplace, the City provide (perhaps in concert with community-based educational facilities and other levels of government) pre-employment training, and commit itself to hiring graduates of those training programs.

City Departments

a. Planning Department

The development and design of public spaces is a crucial component in creating a safer city for women and children. Winnipeg's Planning Department is overwhelmingly male dominated. As such, the population most affected by violence is not appropriately represented in the planning of a safer city. Currently, the Department employs 17 professional planners, two are women (one is working directly as a planner and one in administration). The number of women and their percentage representation in the Planning Department has declined over the last 15 years. We recommend:

99. THAT the Planning Department, through the Personnel Department, immediately develop a plan to ensure the hiring of more women planners; and
THAT the hiring of women in the Planning Department be a priority in the implementation of an employment equity or affirmative action program.

b. Police Department

Five per cent of Winnipeg's police officers are women. The figure is disturbing, especially in relation to officers responding to domestic violence calls in which the majority of victims are women. (In 1990, the Police Department reported 9,685 domestic violence calls resulting in assault charges against 742 individuals. Of those charged, 94.3 per cent were male, 6.6 per cent were female.) Women generally feel more comfortable when female officers respond to domestic calls. Women interviewed

during this Project expressed the need for proportional representation of women and minority groups on the police force.

The Police Department has created an ethno-cultural advisory committee to address issues of recruitment and training. At present, the Police Department does participate in the City's employment equity program. There are concerns that this program is inadequate and to be effective should set strict numerical targets. The Ontario Government recently set a precedent in this area by establishing a target of a 50 per cent female police force to be realized within the next few years. We recommend:

100. THAT the Winnipeg Police Department continue to increase the number of women and other designated groups on the force; and
THAT, in the development of its Employment Equity plan, the Police Department incorporate numerical goals, timetables and other special measures for which senior officials are accountable.

c. Transit Department

The Winnipeg Transit System is predominantly male dominated, even though 60% of all transit users are female. Women stated that they feel safer using the transit system, especially at night, when the bus driver is female. As a demonstration of Winnipeg Transit's commitment to issues concerning personal safety and security for women and children, we recommend:

101. THAT Winnipeg Transit, through the Personnel Department, immediately develop a plan to ensure the hiring of female bus drivers and that this recruitment include women from a variety of ethno-cultural groups.

Sexual Harassment in the Workplace

Sexual harassment, whether on the street or on the job, is violence against women. Sexual harassment is any "*unwanted and aggressive behaviour....(and) has little to do with sex, and everything to do with power.*"[68]

Sexual harassment is a part of a continuum of violence against women and a major impediment to women's employment equality. It is discrimination on the basis of gender and is therefore prohibited by human rights legislation; sexual harassment is illegal. The principles of corporate liability for damages caused by sexual harassment, and the employers' obligation to ensure a harassment-free workplace have also been established in law. We recommend:

102. THAT the City enhance its current policy regarding sexual harassment by ensuring that appropriate training and awareness strategies are in place and that these strategies are used by all employees and management.

Employee Safety

The consequences of violence in the home reach into the workplace. More and more, municipal jurisdictions and private corporations are recognizing the implications and are introducing programs specifically related to increasing awareness of and offering services to employees affected by domestic violence. The effectiveness of these programs[69] varies but their introduction is an acknowledgement that partner and child abuse is everyone's problem. It affects the workplace through lost time, decreased productivity and the unrealized potential of personnel. Both victims and perpetrators have been offered services which begin to address the issues on a personal level. As well, general awareness workshops have been introduced to alert managers and employees to these issues.

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[68] Cited in "Courting Equality" a Discussion Guide, Legal Education and Action Fund [LEAF] Alberta, July 1989, p. 11.

[69] Ottawa-Carleton Municipality (1987/88) and Dupont Canada have introduced pilot programs in this area. See Wife Abuse Education in the Workplace - A Report and Workshop Manual--a pilot project of the Regional Municipality of Ottawa-Carleton Employee Assistance Program. n.d.

> *"Perhaps the City of Winnipeg could provide the process or a forum by which employers could collaborate on increasing safety for female workers who feel particularly endangered at night."*
> Representative, Manitoba Telephone System.

Women working alone after regular hours are particularly vulnerable in the workplace environment. Not only is personal safety within the workplace essential, but safety after the workday is done must also be considered. Women limit their time in the workplace if they feel unsafe working after hours, unsafe walking to their car and to the bus stop. Provincial legislation requires that employee safety be a consideration of the employer. We recommend:

103. THAT the Personnel Department, within the next two [2] years, introduce a pilot project to support those employees affected by domestic violence, either directly or indirectly, as part of its current employee assistance programming.

104. THAT the City expand its current "Working Alone" program to all departments and incorporate and implement the principles of a "Safety Audit" into the expansion of that program.

Contract Compliance

The City's power to create change extends beyond the steps of city hall through interactions with the business community. The City consistently spends money in the local economy by contracting-out functions and services. This is an economic lever that can be used to achieve stated objectives, including creating a safer city for women. Contract compliance is one mechanism of influencing and encouraging businesses to incorporate personal safety and security measures into their activities.

We recommend:

105. THAT the City, when undertaking to contract for work from private suppliers, work toward ensuring that those private suppliers have the following management features in place:

- an affirmative action plan which ensures that women and other minorities receive the same opportunities and respect as those groups that have traditionally been privileged;
- conflict resolution procedures to deal with violence experienced at work;
- policies regarding security of employees, especially women (e.g., adequate lighting in parking lots and providing escorts to their cars after dark);
- the provision of resources for employees being battered or sexually victimized. These resources could include a liaison worker who would be able to connect concerned employees to the appropriate local resources, literature on the issue of violence to all employees, and the provision of formal orientation periods to educate workers on the issue of violence; and
- the provision of appropriate periods of leave to women who miss work due to abuse-related incidents for a certain period of time.

Professional Development and Awareness

The issue of professional development is raised in all areas of service especially where professional helpers have first or primary contact with the survivor of violence. Overall, the City has offered training in these areas for both Health and Social Service personnel. Many times, the attitudes and approaches of professional helpers have a significant impact on supporting or discouraging the survivor in seeking service and further assistance. Knowledge of the cycle of violence, the myths of abuse, as well as cultural awareness are essential in understanding the circumstances of the survivor.

We recommend:

106. THAT the City review its professional development components for City staff, especially those in the Public Health, Social Services, Transit and Police departments, so all direct service staff receive education in the area of domestic violence/sexual assault.

Women engaged in prostitution have reported incidents of police perpetrating violence against them, but have not reported these incidents to the police for a number of reasons, among them being fear of retaliation and disbelief. This violence has included acts of verbal, physical and sexual abuse. We are of the opinion that among the contributing factors to this abuse and its acceptance are the underlying negative attitudes about prostitution among some members of the Police Department.

At the present time, there is no specific education within the training of new recruits or the in-service training of officers which addresses the issue of women in prostitution; the circumstances which force women into it, the barriers to getting out, and the consequences of this life. Increased sensitivity from such training may well ameliorate the distrust existing between police officers and women working in prostitution. We recommend:

107. THAT the Police Department develop and deliver educational sessions to its officers which focus on the issues surrounding prostitution; and
THAT this education be developed in consultation with experts in this field, including women engaged in prostitution; and
THAT this education be offered to recruit classes and experienced officers through regular in-service programs.

Appointments

Decisions made within the administrative and political structures of the City are directly affected by decisions and recommendations of appointed committees and advisory boards. It is important to include the input and advice of women in the formulation of recommendations and to ensure that women are represented on all appointed City committees and advisory boards.

The City has an appointment policy which states that representatives from the four designated groups (women, Aboriginal people, visible minorities and persons with disabilities) should be included in all appointments. This policy should be strengthened and enforced. We recommend:

108. THAT the City adhere to its policy to ensure the application of affirmative action to all appointed committees and advisory boards, including those consisting of representatives from City departments, such as the Administrative Co-ordinating Group.

7.5 POLICE

A Community-Based Approach

The police force is one of society's most influential institutions, representing the community's frontline in dealing with both the prevention and consequences of violence. A police department's attitude and response to safety and violence sends powerful and far-reaching messages into the community it serves. More and more, Winnipeg women are interpreting that message as one of indifference to the extent and impact of their experiences with violence and fear.

When asked to list recommendations during the course of this Project to improve the safety of women and children, Winnipeg women overwhelming identified the role of the police. "Fix the police force," said one women. "More visible protection" and "more police on the street," said others. Whatever the comment, the consensus focused on the need for increased involvement and interaction between the police and the community. The *Fact Finding Group* heard many comments from Winnipeggers stating that the relationship between the police and the community must change. No longer are Winnipeg women willing to accept a Police Department that works in isolation. Dealing with violence against women and children requires a new attitude in policing: police must become visible, accessible and accountable to all citizens, working within and among the community rather than outside and beyond. People told us that the Winnipeg Police Department must shift its resources and emphasize a balanced, proactive approach to policy and practices. It must be part of an integrated, community-based response to personal safety and security for women and children.

> *"The community-based policing program is an excellent program that would have very positive effects on our neighbourhood. Exposing the neighbourhood to a preventative program is much better than a conviction after a crime."*
> Winnipeg woman.

One suggestion raised throughout the Project calls for the expansion of community-based policing throughout the city. Women avoid the streets of downtown and of their own neighbourhoods based on fears of vulnerability. The presence of police walking the beat, patrolling by horseback or bicycle, working in our neighbourhoods through storefront offices, and educating through our schools and our community organizations leads to a sense of security, accessibility, partnerships, and community empowerment. Community-based policing recognizes the need for "eyes on the street" and the desire for community involvement in crime prevention and personal safety and security.

Police presence is of particular importance around sites within a community which are potentially unsafe but that, because of their essential service, cannot be avoided. Women of all ages told us they would feel safer if police officers were vigilant and visible in bus waiting areas. Winnipeg women emphasized the need for Winnipeg Transit and the Police Department to begin to act together in order to make public transportation safer.

> *"I can sometimes wait 15 or 20 minutes for a bus...on Portage Avenue. Why the long wait on a major bus route? Why never a police patrol?"*
> Winnipeg woman.

We recommend:

109. THAT the City expand and enhance community-based policing throughout the entire City; and
THAT community-based policing include:
- community consultation with attention to empowering the community and working in partnership with the community;
- a proactive approach with attention to identifying potential problems and strategies for deterrence including crime prevention programs, urban design review, and public transportation with a personal safety and security focus;
- inter-agency co-operation;
- accountability to the community; and
- an increase in police presence around major public transportation transfer points, especially at night and in the downtown area.

110. THAT the Police Department establish a mounted patrol and extend the bicycle patrol, particularly on the river walkway and Downtown area, to encourage and ensure police presence and accessibility.

In 1991, the Solicitor Generalof Canada commissioned the report, The Police Response to Youth at Risk. This report[70] speaks to changes and alternatives in the way policing should be defined and implemented.

Information Dissemination

Informed women are empowered women. The power of information as a mechanism of self-defense cannot be overestimated. Having access to information on reports of violence enables women to be aware of the potential for violence in specific sites or circumstances. Withholding knowledge about reports of violence or potential violence can have devastating consequences. The repercussions of concealing information made headlines in Toronto-area newspapers when police neglected to warn women of a serial rapist in the community. The failure to warn resulted in a successful lawsuit against the Metropolitan Toronto Police from one of the sexual assault survivors.

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[70] Tullio Caputo and Colleen Ryan, Police Response to "Youth At Risk" - Summary, Solicitor General of Canada, February 5, 1991, p. 12.

> *"The police failed to take into account that sexual assault is overwhelmingly a crime against women by men and they have failed to provide women with the protection and benefit of police services to achieve the level of security afforded men. This violates women's rights to equality and to security of the person in the Charter."*[71]

The *Fact Finding Group* met with representatives of the Winnipeg Police Department to discuss policy regarding the release of information on sexual assault. Even though it is police policy and practice to inform the public, the low-key approach taken by police regarding sexual assaults in a South Winnipeg area during the summer of 1991 exposed a lack of enforcement of Police Department policy.

As long as society insists on holding women responsible for their own safety, then society must also provide women with information to protect themselves, including access to information concerning violent crimes; where, when, and under what circumstances they have occurred. The *Fact Finding Group* believes that police policies and practices must recognize that women are the main victims of sexual assault. Further, all policies must emphasize the right to information in order for women to take appropriate action for their own protection.

Information dissemination is also essential in educating the public on issues of violence against women. Public perception of the frequency and pervasiveness of violence against women is distorted if the community is not aware of actual incidents of violence. An educated and aware community is able to make informed decisions focusing on a safer community. We recommend:

111. THAT the Police Department adhere to its policy of alerting the community to current dangers, especially incidents of sexual assaults, and that this information be widely publicized through the media and other appropriate means.

112. THAT the Police Department inform the community on incidents of site-specific violence including those incidents which take place on public transportation.

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[71] Christie Jefferson, Executive Director of LEAF, addressing the lawsuit on January 31, 1991.

We further recommend:

113. **THAT the Police Department annually release information to heighten awareness of violence in Winnipeg pertaining to:**
- **domestic violence,**
- **public transportation-related sexual assaults,**
- **the location and number of sexual assaults, purse snatching, physical assaults and other violent crimes in public places; and**

THAT these reports be widely publicized through the media and other appropriate ways and be submitted to all City departments involved in planning as a means of monitoring and regulating safety and security guidelines.

A safer city requires that we challenge the institutions which perpetuate violence against women and children. An end to inequality insists on education and awareness. It is a process which demands a commitment to long-term change. This chapter has issued recommendations which speak to the fundamental need for changes in attitude through education, and policies and actions based in prevention.

CONCLUSION

Rather than signalling an end, this report marks a beginning, a first step in calling for action to end the injustice of violence against women and children living in Winnipeg. This report does not claim to be comprehensive or to provide all the answers to eliminating violence. There are no panaceas here. Rather, the recommendations speak to the right of women and children to live lives free from violence and fear, and the City's responsibility for action.

> *"Everyone has got to be made accountable, once again. This is an enormous task that the City sets for itself because if it really wants to do anything, what it really has to do is change its ideology."*
> Winnipeg woman.

That women and children must protect themselves from men indicates a hideous undercurrent operating in our society, one of violence based in the abuse of power and a culture based on inequality. A safer city requires more than increased lighting and policing, it calls for new attitudes and actions based on equality. Understanding violence is understanding that it is the offspring of inequality. Protection is not the answer to ending the violence of injustice, but it is the essential first step toward a commitment to prevention, equality and a safer city.

The tragic murder of 14 young women in Montréal gave urgency to the *Safer Winnipeg for Women and Children report.* The Project was given life by the voices and experiences of Winnipeg women uniting in a call for action. The recommendations in this report must now be pursued by a commitment from City leaders. Violence against women can no longer be viewed as a women's issue, but a community's issue and responsibility. Apathy, passivity and silence are accomplices to violence.

The *Fact Finding Group* recognizes the City's jurisdictional limitations in implementing preventative policy. The City, however, has the responsibility and power to protect its citizens. Clear directives for civic policy are outlined within this report. The City of Winnipeg must now fulfil its responsibility to its citizens through the implementation and enforcement of these recommendations. It is a process that will require time, creativity and co-operation between the community and the City. It is a process which must begin now.

The following central recommendations call for an evolution in attitude and involvement from the City of Winnipeg and the community as an essential component in the realization of a safer Winnipeg for women and children:

- ♀ Personal safety and security for women and children must become a guiding principle in all municipal decision-making and should be included in the revisions to Plan Winnipeg, the City of Winnipeg's overall policy document.

- ♀ The participation of citizens must become a guiding principle to making Winnipeg a safer city for women and children. The *Fact Finding Group* believes that a participatory city is a safer city and therefore recommends:
  - ▸ *That the City of Winnipeg establish a Safe City Committee to promote the personal safety and security of women and children in all areas over which the City has jurisdiction and to promote community participation and co-operation in making personal safety and security a priority. This shall include policies, programs, regulations, planning and bylaws (See Appendix E: "Proposed Composition and Mandate");*
  - ▸ *That this Committee be composed of City Councillors, representatives from City departments, and community representatives and be accountable to the City Council;*
  - ▸ *That the Safe City Committee be composed of at least fifty per cent [50%] women;*
  - ▸ *That the priority of the Safe City Committee is to monitor and implement the recommendations contained within this report; and*
  - ▸ *That City Council authorize the designation of a staff position with exclusive responsibility for the facilitation of the work of this Committee.*

As a community we should be outraged that more than half of our citizens restrict their lives because of fear and violence. We should be offended by our passivity. Since December 1989, 24 women in Manitoba have been murdered by men. The violence continues, so too does the fear. It is now time to take a look at ourselves as individuals, as a community, and to re-examine our tolerance of violence and injustice. It is tragic that the death of women be the impetus to action against violence. Death is not the only tragedy of which this report speaks, the devastation is in women and children living lives of fear, restriction, isolation, low self-esteem and dignity, harassment, abuse, but most of all, of inequality. If change is born of tragedy, now is the time for the tragedy to cease and change to begin. Now is the time for a new generation of thinking and living.

APPENDIX A

BIOGRAPHIES OF THE MEMBERS OF THE *FACT FINDING GROUP*

ANNE BAWDEN - Thirteen years experience as an administrator in the non-profit sector including eight years as Executive Director of the Manitoba Bar Association and two years as Director of Alumni Affairs at the University of Winnipeg. Currently working as a private consultant and an active volunteer.

WILLY CARLETON - Community Services Supervisor of the John Howard Society. Past Chair of the Women's Post Treatment Centre. Past Chair of the Main Street Project. Worked with female offenders at Portage Correctional Institute.

JENNIFER COOPER - Executive Director of the Women's Health Clinic Inc. and a lawyer. Interested in legal and health aspects from a woman's perspective.

FATIMA COSTA - Director of the Immigrant Women's Employment Counselling Service.

LEA FRAME - Director of Personnel with the City of Winnipeg.

THERESA GEORGE- President of the Immigrant Women's Association of Manitoba. Associate Professor, School of Nursing, University of Manitoba. Has several years experience and expertise in the area of teaching and researching health issues as they relate to women.

BARBARA HAMILTON - Lawyer and a board member of the Downtown Business Improvement Zone [BIZ].

JOSIE HILL - Executive Director of the Native Women's Transition Centre. Worked and lived in the inner city for 15 years. Volunteer worker with the Aboriginal women's community, serving on the board of Ma Mawi Wi Chi Itata and other organizations.

BETTY HOPKINS (Co-Chair) - Board member of the Social Planning Council of Winnipeg. Member of the United Way Board of Trustees, locally and nationally. Former President of the Elizabeth Fry Society, locally and nationally. Member of national Task Force on Federally Sentenced Women and other community organizations including POWER, CORC and LEAF.

RICHARD JONES - Police Constable with the Winnipeg Police Department's Victim Services. Previously served as a police officer England (London and Gloucestershire).

MONA KATAWNE - Director of Corporate Equity with the Manitoba Telephone System. Formerly employed by the Saskatchewan Human Rights Commission. Twenty years experience working to improve social, political and economic opportunities for women.

ALEXIS KENNEDY - Law Student at the University of Manitoba. Undergraduate Degree in Criminology from the University of Toronto. Actively involved in safety issues, from date rape on campus to public assaults in the larger community.

JOHN KUBI - Assistant to the Commissioner on Planning and Community Services with the City of Winnipeg.

GARY LEDOUX - Program Consultant in community health, Health and Welfare Canada. Instructor in Gerontology programs at University of Manitoba. Worked in community with older adults, children and youth.

RICK LEE - Master of the Court of Queen's Bench. Past President of the United Way. Chairman of the Stradbrook Residential Service. Board member of the Society for Manitobans with Disabilities.

DIANE MCGIFFORD - Active member of the women's community. Taught Women's Studies at the University of Winnipeg. Former Co-ordinator of the Fort Garry Women's Resource Centre. Chair of the Dec. 6th Women's Memorial Committee.

JUNE MENZIES (Co-Chair) - Economist (retired). Chair of Riverview United Church Council. Volunteer with Kali Shiva, an association working with people living with AIDs. Feminist.

MAUREEN MORRISON - Equal Opportunities Representative with the Canadian Union of Public Employees. Member of Manitoba Labour Board. Former member of the Day Care Coalition, and labour representative with the College of Physicians and Surgeons.

GLENMURRAY - City Councillor, River Osborne. Member of Planning and Community Services Committee. Health Educator. Partner of Eurofit Consulting Incorporated. Foster parent.

CHYRISSE REGEHR - Co-ordinator of the Sexual Assault Program at Klinic Community Health Centre. Experienced in counselling victims of sexual assault and childhood sexual abuse. Involved in legal advocacy for victims of sexual assault.

JANE RUNNER - Co-ordinator of a program with Children's Home of Winnipeg which assists young women and girls making the transition from "street life" to healthier alternatives. Former Chair of POWER (Prostitutes and Other Women for Equal Rights).

CLAUDETTE TOUPIN - Senior Urban Planner with Provincial Department of Urban Affairs. Vice-President of Enterprise Saint Boniface. Board member of the Centre Culturel Franco-Manitobain. Founding member of Pluri-Elles, a francophone women's organization.

BARBARA WHIPPS - Co-ordinator of Older Victims Services Program at Age and Opportunity Bureau. Receives referrals from Victims Services Unit of the Winnipeg Police. Concern for the safety of seniors.

ANNETTE WILLBORN - Executive Director of the YM/YWCA of Winnipeg. Responsible for Osborne House, shelter for abused women and children. Involved in the development of SKY (Street Kids and Youth). Member of the Charter of Rights Coalition.

MENNO ZACHARIAS - Inspector in charge of Winnipeg Police Community Relations Division. Member of the Winnipeg Police Department for 17 years. Experience as a child abuse and sexual assault investigator.

WENDY ZINK - Urban planner with 10 years experience in private, public and non-profit sectors. Focus on land-use planning, urban design and non-profit housing. Masters in Environmental Design.

a. Members of the *Fact Finding Group*

Anne Bawden
Willy Carleton
Fatima Costa (or designate)
Jennifer Cooper
Theresa George(or designate)
Barbara Hamilton
Josie Hill
Betty Hopkins (Co-Chair)
Mona Katawne
Alexis Kennedy
Rick Lee
Diane McGifford
June Menzies (Co-Chair)
Maureen Morrison
Chyrisse Regehr
Jane Runner
Claudette Toupin
Barbara Whipps
Annette Willborn
Wendy Zink

*Resigned during the project.

Representatives from the City of Winnipeg and Health and Welfare Canada

Lea Frame (Personnel)
Richard Jones (Police)
John Kubi (Commissioner's Office)
Gary Ledoux (Health Promotion Directorate)
Glen Murray (Councillor - Mayor's Representative)
Menno Zacharias (Police)

Staff and Volunteer Facilitators

Renate Bublick (SPC)
Jeri Bjornson (Contract)
Nadine Jones (Student)
Kari McDonald* (SPC)
Myra McFarlane (Volunteer)
Grace Meconse (SPC)
Tanis Newsham (SPC)
Alex Regiec (SPC)
Liana Sanders (SPC)
Bev Suek* (Contract)
Judy White (SPC)
Janet Wikstrom (Part-time Secondment)

b. Members of Resource Groups

Violence in Culture
Barb Glassey
Josie Hill
Pat Holbrow
Mona Katawne
Carolyn Keith
Maxine MacRae
Joe McDonald
Diane McGifford
Maureen Morrison
Glen Murray (Co-Chair)
Rick Penner
Chyrisse Regehr
Claudette Toupin (Co-Chair)

Prostitution
Sharron Gould
Richard Jones
Alexis Kennedy
Jane Runner
Menno Zacharias

Domestic Violence
Hazel Blennerhassett
Willy Carleton
Bernie Dionne*
Richard Jones
June Menzies (Chair)
Annette Willborn
Menno Zacharias

Urban Design
Valdene Buckley
Willy Carleton
Rick Lee
Glen Murray
Claudette Toupin
Barbara Whipps
Wendy Zink

Public Transportation
Alexis Kennedy
Barbara Whipps

* Resigned during the project.

c. Members of Committees

Public Awareness
Jennifer Cooper
Betty Hopkins
June Menzies (Chair)
Glen Murray
Chyrisse Regehr

Safety Audit
Rick Lee
June Menzies
Jane Runner
Annette Willborn
Wendy Zink

Speaker's Bureau
Anne Bawden (Co-ordinator)
Jennifer Cooper
Betty Hopkins
Mona Katawne
Alexis Kennedy
Gary Ledoux
Rick Lee
June Menzies
Glen Murray
Chyrisse Regehr
Claudette Toupin
Barbara Whipps

APPENDIX B

FACT FINDING GROUP PROCESS

1. PUBLIC RESPONSE

Community awareness and visibility of the *Fact Finding Group* and its work was seen as very important. Different strategies were used to reach out to the community and make people aware of the project and indicate that the *Fact Finding Group* wanted to hear from them.

1.1 INDIVIDUAL AND GROUP INTERVIEWS

The *Fact Finding Group* heard from at least 219 individuals and groups.

The following is a breakdown of the 104 individual interviews for which demographic information is available:

84 or 80.8% were women
19 or 18.3% were men
1 or 0.9% did not identify themselves

37 or 42.0% identified themselves as single
34 or 38.6% were married
17 or 19.3% cited neither status

47 or 53.4% of the respondents had children
23 or 26.1% did not have children
18 or 20.5% of people did not respond to this question

77 or 87.5% were between the ages of 18 and 55
2 or 2.3% were under 18 years of age
8 or 9.1% were over 55 years of age
1 or 1.1% did not identify their age

In addition to the above mentioned interviews there were 72 survey forms returned. These survey forms did not ask for personal information from the respondent and therefore could not be included in the statistics.

There was great diversity in the 43 groups interviewed. The majority of groups identified themselves as "non-profit organizations/women" (35%).

1.2 ORGANIZATIONS CONTACTED/INTERVIEWED

AGE AND OPPORTUNITY SENIOR CENTRE
185 Smith St., 2nd Floor, R3C 3G4, 942-6301

AGE AND OPPORTUNITY SENIOR CENTRE WEST END
644 Burnell St., R3G 2B7, 772-9581

AGGASIZ YOUTH CENTRE
Box 1342, Portage La Prairie, R1N 3A9, 1-857-7856

ALTRUSA CLUB
15 Glen Ave., R2M 1V2, 257-0387

ASSOCIATION FOR COMMUNITY LIVING - MANITOBA
1 - 90 Market Ave., R3B 0P3, 947-1118

CANADIAN PARAPLEGIC ASSOCIATION
825 Sherbrooke St., Kinsmen Centre, R3A 1M5, 786-4753

CITY OF WINNIPEG - SOCIAL SERVICES DEPARTMENT
705 Broadway Ave., R3G 0X2, 986-4300

COMMUNITY SAFETY COMMITTEE - DOWNTOWN BIZ
715 - 330 Portage Ave., R3C 0C4

CONGRESS OF BLACK WOMEN OF CANADA
203 - 720 Broadway Ave., R3G 0X1 Mail: Box 315, 772-2253

CRAFT WORKSHOP
281 Dumoulin St., R2H 0E5, 231-1143

DECEMBER 6TH WOMEN'S MEMORIAL COMMITTEE
73 Arlington St., R3G 1Y3, 772-5518

DEVELOPMENT AND EDUCATION COMMITTEE OF THE INTERNATIONAL DEVELOPMENT BRANCH OF THE WINNIPEG YM-YWCA
100 - 290 Vaughan St., R3B 2N8, 942-6235

ELDER ABUSE RESOURCE CENTRE
309 - 323 Portage Ave., R3B 2C1, 942-6235

EVOLVE
207 - 83 Sherbrooke St., R3C 2B2, 788-4402

FORT GARY WOMEN'S RESOURCE CENTRE
Southwood Mall, 1910 Pembina Hwy., R3T 4S5, 269-6836

FORT RICHMOND Y - NEIGHBOURS
136 Rochester Ave., R3T 3W1, 261-0590

H.L. SOFTLEY SCHOOL
52 Birchdale Ave., R2H 1R9, 237-1583

IKWE - WIDDJIITIWIN
c/o Box 1056, R3C 2X4, 772-0303

IMMIGRANT WOMEN'S ASSOCIATION OF MANITOBA INC.
201 - 323 Portage Ave., R3B 2C1, 943-8612

IMMIGRANT WOMEN'S EMPLOYMENT COUNSELLING SERVICE
503 - 352 Donald St., R3B 2H8, 949-5300

INDEPENDENT LIVING RESOURCE CENTRE
201 - 294 Portage Ave., Somerset Bldg., R3C 0B9, 947-0194

INSTITUTE OF URBAN STUDIES, THE UNIVERSITY OF WINNIPEG
515 Portage Ave., R3B 2E9, 786-2409

INTERFAITH IMMIGRATION COUNCIL
159 Mayfair Ave., R3L 0A1, 477-4483

INTERNATIONAL CENTRE
406 Edmonton St., R3B 2M2, 943-9158

KLINIC COUNSELLING STAFF
870 Portage Ave., R3G 0P1, 784-4090

KLINIC'S SEXUAL ASSAULT CRISIS PROGRAM VOLUNTEERS
870 Portage Ave., R3G 0P1, 784-4090

KNOWLES CENTRE (COTTAGE 3 AND SENIOR STAFF)
2065 Henderson Hwy., R2G 1P7, 339-1951

MACDONALD YOUTH SERVICES
175 Mayfair, R3L 0A1, 477-1722

MA MAWI WI CHI ITATA CENTRE
531 Notré Dame Ave., 2nd Floor, R3B 1S2, 774-6531

MANITOBA ASSOCIATION OF HOME ECONOMISTS
320 Sherbrooke St., R3B 2W6, 784-1272

MANITOBA DEPARTMENT OF EDUCATION, GUIDANCE & COUNSELLING
R7409 - 1181 Portage Ave., R3G 0T3, 945-6172

MANITOBA FEDERATION OF LABOUR WOMEN'S COMMITTEE
16 Pine Ave., Garson, Manitoba, 1-268-1963

MANITOBA TEACHERS SOCIETY
191 Harcourt St., R3J 3H2, 888-7961

MANITOBA YOUTH CENTRE - NIGHTINGALES
170 Doncaster St., R3N 1X9, 475-2010

NATIVE ALCOHOLISM COUNCIL OF MANITOBA
160 Salter, Pritchard House, R2W 4K1, 586-8395

NATIVE WOMEN'S TRANSITION CENTRE
367 Selkirk Ave., R2W 2M3, 586-8487

NEWFACESS
501 Pandora Ave. W., R2C 1M8, 944-4295

NORTH END WOMEN'S CENTRE
453 Selkirk Ave., R2W 2M4, 589-7347

ORT WOMEN'S GROUP - TUXEDO

OSHOUSE
c/o YM - YWCA, 100 - 290 Vaughan St., R3B 2N8, 942-3052

PEMBINA SOUTH Y - NEIGHBOURS
91 Purdue Bay, R3T 3C6, 261-5666

PORTAGE CORRECTIONAL CENTRE FOR WOMEN
329 Duke Ave. Portage La Prairie, R1N 0S4, 1-857-8719

RESIDENCE ASSOCIATION MEMBERS - 444 KENNEDY
444 Kennedy St., R3B 2N5

RESIDENCE GROUP - 385 CARLTON
385 Carlton, R3B 2K9, 943-3736

RIVERVIEW ASHLAND DAYCARE
90 Ashland Ave., R3L 1K6, 477-0917

SCHOOLS AGAINST VIOLENCE EVERYWHERE
c/o Debra Radi, 889-9332

SOCIAL PLANNING COUNCIL OF WINNIPEG
412 McDermot Ave., R3A 0A9, 943-2561

SOCIETY FOR MANITOBANS WITH DISABILITIES
825 Sherbrook Street, 786-5601

ST. JAMES BUSINESS AND PROFESSIONAL WOMEN'S CLUB
34 Park Grove Dr., R2J 3L6, 257-0589

ST. JAMES SENIORS GROUP

STONEWALL Y - NEIGHBOURS
Box 414 Stonewall, Manitoba, R0C 220, 1-467-9472

TEN TEN SINCLAIR
1010 Sinclair St., R2V 3H7, 339-2968

UNITED WAY OF WINNIPEG STAFF
3rd Floor - 5 Donald St., R3L 2T4, 477-5360

UNIVERSITY OF MANITOBA COUNSELLING SERVICE
474 University Centre, University of Manitoba, R3T 2N2, 474-8592

UNIVERSITY OF WINNIPEG - ANTHROPOLOGY
515 Portage Ave., R3B 2E9, 786-9716

UNIVERSITY OF WINNIPEG - SCHOOL OF EDUCATION
515 Portage Ave., R3B 2E9, 786-9716

UNIVERSITY OF WINNIPEG - WOMEN'S STUDIES
515 Portage Ave., R3B 2E9, 786-9716

WINNIPEG SUN
1700 Church Ave., R2X 3A2, 694-2022

WOMEN'S ADVOCACY PROGRAM
5th Floor - 405 Broadway, R3C 3L6, 945-0808

WOMEN'S HEALTH CLINIC
3rd Floor -419 Graham Avenue, R3C 0M3, 947-1517

WOMEN'S EMPLOYMENT COUNSELLING SERVICE OF WINNIPEG
Canada Bldg., 503 - 352 donald St., R3B 2H8, 949-5300

WOMEN'S HEALTH DIRECTORATE
207 - 800 Portage Ave., R3G 0N4, 945-8450

WOMEN'S POST TREATMENT CENTRE, INC.
246 Toronto St., R3G 1S2, 783-5460

1.3 OTHER OUTREACH ACTIVITIES

i. Media coverage
ii. Speakers' Bureau
iii. Distribution of materials
iv. Meetings with government officials
v. International Women's Day activities
vi. Noon-hour public forum
vii. Community workshop
viii. Professional development workshop with City officials
ix. Consultations with community experts
x. Direct action
xi. Literature review
xii. Data collection [Klinic Community Health Centre and Police]

APPENDIX C

MYTHS

MYTHS AND CHILDREN

1. **MYTH:** **The sanctity of the family and the inappropriateness of intrusion into "private" family matters.**

   FACT: Too frequently, the family may be the least safe place for children.

2. **MYTH:** **Children are "possessions," owned by their parents and subject to control by all adults.**

   FACT: Increasingly, there is recognition that children have rights and entitlements and that communities and all levels of government have responsibilities to ensure these. The United Nations Convention on the Rights of the Child is an indication of the commitment of the world community.

3. **MYTH:** **Abuse, especially sexual abuse, occurs only in poor, illiterate and disadvantaged families.**

   FACT: Abuse crosses all economic and social class lines.

4. **MYTH:** **Children rarely are abused sexually.**

   FACT: The abuse of children has been around as long as written history. In 1989/90, there were 1,143 accounts of alleged physical and sexual abuse of children in Winnipeg (46 per cent of the total reported in Manitoba). It was estimated in Badgley that two of three females and one of three males are the victims of unwanted sexual acts, and 80 per cent of these occur before the victim reaches the age of 21.

5. **MYTH:** **Children are not harmed by being abused sexually. They soon forget.**

   FACT: The effects of sexual abuse can be immediate and long term. Some children react to abuse by repressing the memory until adulthood. As increasing numbers of survivors of child sexual abuse disclose and seek healing from the trauma and ordeals they denied throughout their childhood, we learn of the devastating and long-lasting effects. Some children who act out (i.e., abuse alcohol and other drugs, become involved in delinquent activities) are reacting to abuse. Some grow up to continue the cycle of abuse as abusers or as victims.

6. **MYTH:** **Sexually abused children are at least partially, if not totally, to blame for what happened to them.**

   FACT: The reality is that an adult, usually a male, uses his power to violate a child. A child is in no way responsible for the abuse.

7. **MYTH:** **In the majority of sexual abuse cases, the abuser is a stranger to the child.**

FACT: In the majority of cases, the offender is known to the child and often is someone who frequently sees the child, or has easy access to the child.

8. **MYTH:** **Child sexual abuse offenders are motivated solely from the perspective of sexual gratification when they become involved with children.**

FACT: Out of their own insecurities, sexual abuse offenders tend to victimize vulnerable children to demonstrate and assure themselves they are powerful and can control the victim.

9. **MYTH:** **Child sexual abuse can be eliminated by one-dimensional approaches such as teaching children to protect themselves.**

FACT: Child abuse is a complex problem. Approaches must be multi-dimensional and inter-disciplinary. Preventative and remedial measures are involved. The most challenging task is to develop systemic approaches to destroy the values that perpetuate and support violence against women and children.

MYTHS OF WIFE ABUSE[72]

1. **MYTH:** **Domestic assault occurs only among working class and immigrant families.**

FACT: Research has shown that women from all socio-economic classes experience abuse. Many of the women who access shelters have no resources and limited supports. Women in more privileged positions have a broader range of options and many can access private therapists, marriage counsellors and private physicians.

The perception that only lower income persons are abused is also used by society as a defense mechanism. We feel safer when only "those" persons are abused because then the problem of violence is seen as peculiar to specific groups of people not a broader social problem.

2. **MYTH:** **Domestic violence is frequently a one-time thing.**

FACT: Some women report that they have been beaten 35 times prior to seeking assistance. Generally, survivors will attest to the violence growing in intensity and frequency over time.

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[72] Adapted from The Community Child Abuse Council of Hamilton-Wentworth. A Handbook for the Prevention of Family Violence. Child Abuse, Wife Assault and Elder Abuse. Hamilton, Ontario: Seldon Printing Ltd., 1990. pp. 3.7 - 3.11.

3. **MYTH:** **Alcohol is usually the cause of family violence.**

FACT: Police and social service personnel will report that many times alcohol is the causal factor in the situation. It is true that alcohol is present in many situations involving abuse, however, there are also many situations where alcohol is not present. The abuser uses alcohol to give himself permission to abuse. The use of alcohol and other displacement activities are part of the abuser's own ritual in preparing for the abuse episode.

4. **MYTH:** **Pregnant women are free from violent attacks by the men they live with.**

FACT: Unfortunately, the vulnerability of a woman during pregnancy does not preclude abuse. Approximately 25 per cent of abused women reported that the first attack was during their pregnancy. Often it has been reported that women are at greater risk during pregnancy as the partner is threatened by the impending birth.

5. **MYTH:** **Family violence is caused by women's changing roles and is a sign of the times.**

FACT: The long history of abuse against women has been documented and illustrated that abuse against women is not a sign of the times but perhaps the sign of all times.[73] *From Medieval times, to the 1824 law that allowed men to chastise their wives with a stick no bigger than their thumbs (Rule of Thumb).*

6. **MYTH:** **Men who attack women they live with are out of control or mentally ill.**

FACT: The extent of wife abuse (estimated at one in ten women) precludes the reasoning that offenders are mentally ill. It is the societal conditions that support the prevalence of such behaviours which should be examined.

7. **MYTH:** **A shove and a push is less worthy of attention and intervention than a punch or a kick.**

FACT: The impact of emotional and psychological abuse is the same as physical abuse--degradation, humiliation and isolation have the same effect on the ego. This misconception leads the community to trivialize the abuse.

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[73] The extent of the historical abuse against women has been reviewed by Thorne-Finch: sexual harassment, date rape, sexual assault, battering, emotional abuse and femicide. For further details please see: Thorne-Finch, Ron. Ending the Silence: The Origins and Treatment of Male Violence Against Women. Master of Social Work Thesis. Faculty of Social Work, University of Manitoba. Winnipeg, Manitoba. August, 1990, pp.13-58.

8. **MYTH:** **Emotional abuse is usually less threatening or intimidating to the victim than physical attack.**

FACT: As noted above, victims entering shelters and using other services often cite the distress of psychological abuse as being as traumatic as physical abuse. In fact, the foundation of the cycle of violence is psychological abuse which permits future intensity and more frequent violations.

9. **MYTH:** **In Canada, it is not against the law for a man to sexually assault or rape his wife.**

FACT: Since 1983, when sexual assault laws were changed, a husband can be charged with marital rape."[74]

10. **MYTH:** **Children who watch violence against their mothers do not suffer emotional trauma.**

FACT: Research in the area of wife abuse demonstrates the disturbing effects of wife abuse on children. The short-term effects include internalizing emotions and feelings which in turn results in a greater likelihood of physical and psychological problems. The long-term effects show that growing up in a violent home is the strongest predictor of violence in adults.

11. **MYTH:** **Domestic violence is a civil crime rather than a criminal offense.**

FACT: Whether you hit a stranger or your partner, the offense is in the Criminal Code. The confusion about partner assault is based in a society which, traditionally, has not interfered in family matters. It is our own discomfort that leads us to interpret partner assault differently from other types of assaults. Gertrude Summers and Nina Feldman found that bystanders, upon viewing various violent encounters, blamed the women directly in relation to the supposed intimacy of the relationship. The more intimate the relationship, the more the woman was held responsible for the violence.

12. **MYTH:** **Women's attitudes provoke violence in the men they live with. They are "asking for it."**

FACT: Blaming the victim is a typical response. Violence of any kind is not justified. Whatever the situation, whatever the circumstances, the exertion of power by violence over another person is not excusable.

13. **MYTH:** **Women enjoy the abuse and find it sexually stimulating.**

FACT: The masochistic theory has been a convenient way to excuse the violence against women and encourage its continuation. This myth, which is reinforced by print and film media, commercials, and pornography, continually presents women as enjoying violence and wanting violence.

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[74] Thorne-Finch, 1990, p. 42.

14. **MYTH:** **Just as many women assault men. "Husband battering" is a serious problem.**

FACT: The stark realization that male violence is so prevalent is threatening to all of us. This is because we all have relationships--we have fathers, brothers, husbands and sons. Many persons misread the condemnation of male violence as "man hating" when the issue has always been to end violence against women and children.

Naming the violence--male violence-- offends and threatens us. But figures show, over and over again, that violence against women and children is mostly committed by males. Denying the violence, or distributing the victimization will not highlight the systemic issues that support this violence and will reinforce the complacency with and condonation of it.

15. **MYTH:** **Separated or divorced women are no longer at risk from their former partner.**

FACT: Research shows that women who are separated and/or divorced from their partners are more likely to be victims of wife abuse than married women.[75]

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[75] See Solicitor General Canada, "Female Victims of Crime" in Canada Urban Victimization Survey, Bulletin #4, 1985 and Martin D. Schwartz, "Marital Status and Wife Abuse Theory" in Journal of Family Violence, Vol. 3, No: 3, 1988.

APPENDIX D

EFFECTS OF INCEST AND OTHER FORMS OF ABUSE[76]

Physical

Internal damage, vaginal damage, pelvic damage, bone displacement, nerve damage.

Physical Effects of Holding in Pain

Chest pain, heart pain, heart attacks, breathing problems, bleeding ulcers, stomach and digestive problems, inability to eat, to digest food, nausea, knots in digestive system, stunted growth, abdominal pain, vaginal pain, vaginal infection, endometriosis, hip pain, numbness in legs and hands, cramps in legs and hands, back problems, mouth problems, jaw problems, tooth grinding, eczema, sore throats, joint problems, blurred vision, migraines, convulsions, seizures, paralysis, continual pain, loss of strength.

Physical Effects of Addictions

Areas of the body particularly affected: liver, pancreas, kidneys, stomach, brain.

Mental Health Effects

Depression, guilt, shame, lack of self worth, isolation, compliancy, vulnerability to seduction, vulnerability to addictions, fear of going to sleep, fear of going outside, fear for safety, fear of men, fear of basements, fear of the dark, fear of intimacy, fear of anger, inability to say no to men, hatred of own body, claustrophobia, insecurity, nameless anxiety, self mutilation, self destructive behaviour, bottled anger, flashbacks, mistrust of women, inability to love, inability to enjoy beauty, workaholism, anorexia, bulimia, personality disassociation.

Psychic Effects

Belief that one's self is bad, dirty; interruption of childhood, brainwashing, mind/body separation, fragmentation, becoming what the attacher had in mind, lack of all choices in life due to physical, emotional effects, hatred of one's deepest (spiritual) self, fear of looking too deeply into one's self, lack of self development, utter despair and confusion, inability to establish person boundaries, premature opening of psychic chakras (somatic energy centres), out of body experience.

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[76] These definitions are taken from the works of the Healing Centre for Women in Ottawa.

APPENDIX E

PROPOSED COMPOSITION AND MANDATE OF THE *SAFE CITY COMMITTEE*

1. PURPOSE

The purpose of the *Safe City Committee* shall be to "*promote personal safety and security for women and children in all areas over which the City has jurisdiction and to promote community participation and co-operation in making personal safety and security a priority. This shall include policies, programs, regulations, planning and bylaws.*"

2. MANDATE

The mandate of the *Safe City Committee* shall be to:

- Monitor the implementation of recommendations from the report of the *Fact Finding Group*, including the power to audit the progress of departments;
- Recommend and oversee, in co-operation with the Personnel Department and other appropriate departments, the training of all City departments in the area of personal safety and security for women and children;
- Provide support for all departments in the development of programs, policies, regulations, guidelines which promote the personal safety of women and children;
- Develop strategies by which departments, individually and/or co-operatively, can ensure the personal safety and security of women and children;
- Recommend policies and programs to City Council;
- Implement policies and programs as directed by City Council;
- Develop a mechanism for the promotion and use of safety audits, including:
  - liaison with community groups and individuals to encourage and support the use of safety audits;
  - reviewing sites where a large number of violent crimes occur for possible contributing urban design features;
  - making recommendations to City departments and public and private property owners with regard to possible changes to make sites safer;
  - promoting education for and co-operation among existing groups and constituencies (e.g., labour, business, women's community, service agencies) to encourage making personal safety and security a priority.

3. COMPOSITION

- A total of four [4] City Councillors, one appointed by each of the Standing Committees of Council.
- A representative named by each of the following City departments: Civic Properties, Health, Law, Library, Parks and Recreation, Personnel, Planning, Police, Social Services, Transit and Winnipeg Hydro.
- Ten to 14 members of the community, at least half of whom shall be women. The composition of the *Safe City Committee* shall be at least 50 per cent women.

4. STAFF

The *Safe City Committee* shall have at least one [1] full-time staff position with exclusive responsibility for the facilitation of the work of the *Safe City Committee* and shall be provided with adequate support staff services to carry out its work.

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